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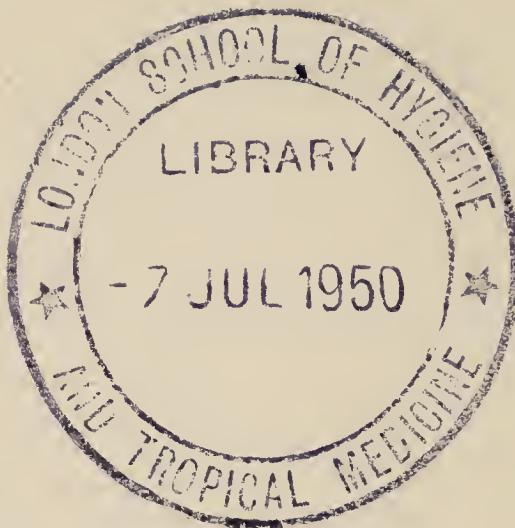


COLONIAL ANNUAL REPORTS

# Kenya 1948



LONDON: HIS MAJESTY'S STATIONERY OFFICE



THE SERIES OF COLONIAL ANNUAL REPORTS which was re-introduced for the year 1946 (after suspension in 1940) is being continued with those relating to 1948.

It is anticipated that the Colonies and Protectorates for which 1948 Reports are being published will, with some additions, be the same as for the previous year (see list on cover page 3).

COLONIAL OFFICE

# ANNUAL REPORT ON

## THE COLONY AND PROTECTORATE OF

# KENYA

## FOR THE YEAR

# 1948

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## PART I

### (A) ACCOUNT OF IMPORTANT MATTERS OF GENERAL INTEREST OCCURRING DURING THE YEAR

#### POLITICAL

The Legislative Council contained a majority of unofficial members after the General Election of 1948. Certain changes were made in the Asian representation on the Council, as an interim measure, to reflect the separation between Hindustan and Pakistan by providing that two of the five Asian members should be Muslims. African representation was increased to four members, and Arab representation to two members.

The work of the East Africa High Commission, of which the Governor of Kenya is Chairman, is reported in Colonial Paper No. 245 of 1949.

The Local Native Councils, with spheres of executive and financial responsibility newly defined, continued to develop both as to the standards of debate and as to the appreciation of the implications of financial responsibility. Locational and Divisional Councils, introduced in some places in 1947, to help and advise chiefs, began to play a part in affairs. They were particularly valuable in providing a link between the members of Local Native Councils and their constituents.

A census was completed during the year, and the results of analyses of it are expected to provide accurate and valuable guidance for planning in 1949 such as has not been available before. Difficulties in the way of the accurate enumeration of the African population were dealt with locally in a variety of ways, and in the general good humour which prevailed a satisfactory count was believed to have been made.

#### ECONOMIC

The publication and acceptance by the Government of the Salaries Commission Report, which provided substantial improvements in terms and conditions of service for Government employees, considerably affected the whole situation. As a result of consultation between the Government and other large employers of labour, the tendency was for the improvements to be reflected on a very wide scale, and for the general wage level to meet and, in some cases, to surpass the rise in the cost of living since 1939.

Economic controls were removed where removal was consistent with currency requirements and the general state of world supply. Stocks, on the whole, tended to rise, and traders had difficulty in assessing the permanent factors in the large expansion of business, particularly in cotton piece goods.

As was anticipated, the building up of the Military Stores Holding Organization at Mackinnon Road was a very considerable factor in the Colony's affairs. It did not, however, impose unforeseen difficulties on the organization prepared to deal with it, though its effect, none the less, on the port of Mombasa was a major factor over the whole field of the Colony's economy.

Land prices continued to rise, and in particular urban sites reached record, and probably uneconomic figures, with unprecedented immigration and the arrival of firms intending to establish themselves in Kenya. The

direct allocation of sites on Crown land to approved applicants to some extent eased this situation. On the other hand, the arrival of so many new enterprises profoundly changed the Colony's economic potential.

The attractiveness of the Colony to capital investment from overseas was well illustrated by the fact that the East Africa Power and Lighting Company's issue was over-subscribed twelve times.

### SOCIAL

There was a very considerable increase in expenditure on social services, not only from central funds, but from local authorities. There was also a marked expansion of the efforts of voluntary organizations, particularly those devoted to Asian general uplift and African primary education. The African had yet to realize that in spite of the rapid spread of literacy, instead of moving into an entirely different economic world, the great majority of literates must return from schooling to work the land. The energies of Native authorities were much exercised during the year in the problem of absorbing the products of the primary schools back into the general village life. This did not act in any way as a deterrent to school attendance, however, and Africans continue to see education as fundamental and as ranking in importance above all else.

The necessity to create conditions in towns wherein Africans could be permanently accommodated on the assumption that their whole economic life would be permanently urban, and not as heretofore temporarily urban against a permanent rural background, resulted in the speeding up of planning to deal with a situation which must cause modifications in municipal organizations.

### (B) PROGRESS OF THE MORE IMPORTANT LOCAL PROJECTS FOR DEVELOPMENT AND WELFARE IN 1948

In Sessional Paper No. 3 of 1945, published on the 25th June, 1945, the Government of Kenya set out proposals for the reorganization of the machinery of Government to enable it "to meet efficiently and expeditiously the complexity of post-war conditions and the primary problems of development and reconstruction". The proposals, which were subsequently endorsed by the Legislative Council, included the setting up of a Development and Reconstruction Authority as a non-political body, responsible to the Governor for the expenditure of all sums specifically allocated for development and reconstruction purposes, and for the co-ordinated execution of approved development and reconstruction plans.

Amongst the considerations which influenced the Government in setting up the Authority was its desire to ensure, as far as possible, the continuance of a steady programme of development unaffected by the fluctuations of the annual revenues of the Colony, while at the same time providing machinery to enable the tempo of the programme to be regulated to the pace best suited to the prevailing economic situation, so that funds might be available for capital investment in times of economic stress, and it would not be necessary to abandon projects in times of difficulty.

It was recommended that, as an Authority charged with such comprehensive duties would necessarily impinge upon what had hitherto

been regarded as the special functions of individual Government departments, its Chairman should be the Chief Secretary, and that he should assume, for the time being, the additional role of Member of the Executive Council for Development and Reconstruction. In order to enable the Chief Secretary to devote himself primarily to the problems of development and reconstruction, it was further proposed that the Deputy Chief Secretary should undertake the duties which would normally fall to the Chief Secretary.

A Development and Reconstruction Fund was established in the Colony's 1946 Estimates, into which all money earmarked for capital expenditure on development and reconstruction over a period of years is to be paid. The annual Estimates are now divided into two parts; the first to be devoted to ordinary Government revenue and expenditure and the second comprising the revenue and expenditure relating to development and reconstruction. A table of the respective Estimates for 1948 and the actual revenue and expenditure for 1947 can be seen in Part II, Chapter 3.

The programme of development and reconstruction embodied in the Estimates of the Authority for the year 1948 was based on the recommendations contained in the Development Committee's Report, published in July, 1946, which received the general approval of the Legislative Council on the 31st January, 1947.

These recommendations envisaged the expenditure of a sum of £15,586,000 from the Development and Reconstruction Fund over a period of ten years from the 1st January, 1946. The manner in which the Development Committee recommended that this sum should be allocated was, approximately, as follows:—

	£
Agriculture and Veterinary .. .. ..	6,387,000
Communications .. .. ..	2,186,000
Education .. .. .. ..	2,435,000
Forestry .. .. .. ..	459,000
Buildings .. .. .. ..	1,377,000
Water .. .. .. ..	1,220,000
Industrial .. .. .. ..	100,000
National Parks and Tourist Traffic ..	102,000
Health and Hospitals .. .. ..	847,000
All other .. .. .. ..	473,000
 Total .. ..	 £15,586,000

These funds were to be raised by loans, from the Colonial Development and Welfare Vote, from the Excess Profits Fund, by contributions from general revenue, and from various other sources.

The declared object of the programme recommended by the Committee was to use the natural resources of the country, including manpower, in a manner calculated to increase the national revenue of Kenya, in the shortest space of time, so as to raise as soon as possible the standard of living of the majority of the inhabitants. This criterion is essentially the same as that recently adopted by the Colonial Development Working Party. In pursuing this objective the Development Committee put first, the proper

utilization of the soil (including minerals, water and forests), and the man-power of the country.

The 1948 Estimates were framed to continue the programme of development and reconstruction upon which £984,000 was spent in 1946 and £1,587,000 in 1947. The Estimates for 1948 provided for expenditure of the order of £5,000,000, but it was made clear in presenting them to the Legislative Council, that the Estimates were not so much an estimate of expenditure likely to be incurred in the calendar year 1948, as a statement of the financial implications of that portion of the ten-year programme which, all being well, the Authority would like to tackle during the next few years. In the event, it is unlikely that the expenditure from the Fund in 1948 exceeded £2,300,000.

The rate of expenditure of these funds must also be conditioned by the general economic conditions of the country, and due regard must be paid to the timing of the capital expenditure envisaged. These considerations require that there should be a balance struck between the demands for the implementation of developmental projects and the Colony's ability to absorb capital investment at any given moment.

### HOUSING

During 1948 the first priority was necessarily given to housing, for without a substantial building programme, the Government would have been unable to accommodate the officers it required for the whole purposes of development and welfare. The programme in Nairobi had also to be devised and carried through so as to avoid further strain on the very limited resources in manpower and materials available for the housing development for non-government purposes. After wide consultation, it was decided to construct the houses required of pisé-de-terre. As is shown later in this report, excellent progress was made. Much, however, still remains to be done.

Elsewhere in the Colony the need to house officers was no less acute than in Nairobi, and by using different methods in different localities 360 European quarters, 110 Asian quarters and 800 African quarters were either constructed or put in hand.

### SCHOOLS

Second priority was given to school buildings, and work was in progress during the year on 7 European schools, 7 Asian schools, and 14 African schools and Teacher Training Institutions. These schools and institutions are all the Government's. In addition a very large number of Mission schools are being built or extended by means of substantial grants from the Development and Reconstruction Authority.

### OTHER BUILDINGS

The 1947 Development and Reconstruction Authority's Annual Report dealt with the main difficulties in the way of rapid progress in the building programme, nearly all of which were concerned with lack of trained supervisors and artisans, and the shortage and rising prices of materials. In 1948, the arrival of several large British construction firms provided staff and acted as a brake on the tendency of costs to rise, and consequently largely increased the building potential of the Colony.

## AGRICULTURE AND NATURAL RESOURCES

A total of 52 per cent of all the funds likely to be available for development have been allocated to projects concerned with the improvement of the Colony's natural resources. Estimated expenditure on Soil Conservation Schemes for 1948 was £350,000. It is believed that, though appreciation of the urgency of the need to preserve the soil and the technical knowledge necessary to set about the task vary greatly from district to district, substantial progress towards a higher level in both directions was made.

### WATER

The relatively slow progress made with some of the plans for development of the Colony's water resources during 1948, as in previous years, is a matter for concern. The reasons for it, namely the impossibility of recruiting qualified technical staff owing to the world shortage of such staff, and the shortage of piping and other water equipment, are easy to state, but difficult to remedy. The whole programme towards which funds in the neighbourhood of £800,000, have been granted from the Colonial Development and Welfare Vote is now being re-examined and it may be that it will prove possible to undertake some of the schemes by contract. If this proves impossible, and it appears that the necessary plant and materials cannot be delivered during the next few years, then it will be necessary to postpone some of the schemes, and to apply for the diversion of the funds voted to avenues along which it is known that greater progress can be made.

It would be quite wrong, however, to assume from the preceding remarks that a negligible programme of water works was carried out in 1948. On the contrary, a great deal of work was satisfactorily accomplished, particularly in regard to the installation and expansion of township water supplies. Indeed, in this sphere, progress has greatly exceeded the expectations of the Development Committee, and it has been necessary to seek the authority of the Legislative Council to proceed with a greatly extended programme involving the provision of additional funds of the order of £175,000 for works not included in the Colonial Development and Welfare programme.

The expansion of township water supplies is vital for the development of the country, and as the expenditure involved is normally recoverable through the rates charged, is in every way a suitable object for the allocation of Development Funds. In addition to the installation of township water supplies, many boreholes were sunk throughout the country and 61 sites selected for boring in alienated areas. Much work was also done in the investigation of water resources, and the gauging and recording of water flows.

### ROADS

Until the middle of the year the absence of supervisory and technical staff for the Roads Branch recorded in the Authority's 1947 Annual Report still obtained, and the progress made in the first part of the year, particularly in respect of the two Limuru roads, and the Mombasa-Mackinnon Road project was most disappointing. The arrival however of seven experienced road engineers, in the middle of the year, and the engagement of a highly qualified road engineer from South Africa, towards the end of the year,

to take charge of the Roads Branch has greatly improved the position. The Public Works Department, too, has acquired sufficient heavy plant to set up a powerful road construction unit, and the external potential of the Colony as has already been said has been substantially reinforced by the arrival of several British engineering firms. Due, however, to the ever-present difficulty of obtaining shipping for heavy equipment, the effectiveness of some of these firms has been much hampered. Everything possible is being done to obtain shipping priorities for road-making machinery, but even when such priorities are received, the available ship is not always equipped to take on board the heavier or more awkward pieces of plant.

The arrival of a fully qualified materials engineer and the establishment of a Soils Laboratory has completed the reorganization of the Roads Branch, which should now be adequate to design and direct the extensive programme of road construction which remains to be done. Whether, in view of the alarming increase in the cost of constructing bitumen roads, it will be desirable and safe to adopt a different type of specification to that at present being followed is a question which the newly appointed road engineer will be asked to advise on. It will in any event be necessary to revise the Road Reconstruction Programme for submission to the Planning Committee.

To summarize, while progress in some directions, particularly as regards water supplies and roads, was still disappointing, the progress made generally with the development programme in 1948 was satisfactory, and it is doubtful whether capital expenditure greatly in excess of that incurred in 1948 would have been economically wise. The staff position of the departments primarily concerned with the execution of the development programme have been generally substantially improved, and there is every reason to believe that steady and increasingly satisfactory progress will be made with the continuation of the programme.

Proposals to strengthen the capacity of the architectural, quantity and structural offices of the Building Branch of the Public Works Department, so as to obviate the present bottle-neck in the preparation of drawings and quantities have been approved by the Authority since the close of the year under review.

#### EDUCATION

Expenditure on education rose steeply during the year both as regards direct expenditure on Government schools and grants to missions. Recurrent costs reflected the higher rates of pay which teachers were generally receiving, and large capital expenditure on schools and other institutions continued. The need for a thorough examination of African educational finance, and particularly as it affects Local Native Council finance, became apparent, and a committee was set up to meet early in 1949 to examine the situation and make recommendations. The willingness of Local Native Councils to make heavy expenditure on primary education, sometimes to the detriment of their other responsibilities and occasionally to an extent which can only be met by depleting reserve funds, was noteworthy throughout the year. Good progress was made in African teacher training and the provision of more African secondary education, but these two

requirements remain the most urgent priorities together with the provision of more European supervisory and inspectorial staff.

The financing of Asian education also showed signs of needing investigation and overhaul, the numbers of children having outrun the provision of schools and the ability of existing financial resources to provide more as a result of unprecedented immigration since 1945.

#### AFRICAN SETTLEMENT

The policy for reconditioning African areas and for African resettlement is executed by a Commissioner for African Land Utilization and Settlement with the advice of a board which includes six African members. The cost of the Commissioner's staff is being met for a period of five years by a grant from the Colonial Development and Welfare Vote. Over the ten-year period of the Development Plan £3,000,000 will be earmarked for expenditure under this head. During 1948 schemes previously approved were continued and others initiated, whilst the work of investigation of possible areas for African settlement also continued. In spite of the non-delivery of equipment for the provision of water encouraging progress was made. Pastoral tribes are beginning to respond where control and rehabilitation methods have been instituted and water supplies improved, as is shown by their support of voluntary cattle sales—a thing unknown before 1947—and also by their willingness to close areas in rotation to allow of grass improvement.

Agricultural tribes have shown, on the whole, a greater willingness, and even eagerness in some cases, to co-operate on soil conservation measures in their own areas by giving their labour free.

Settlement in previously uninhabited areas is necessarily a slow process, but the reluctance to take up land under rules designed to ensure the best use of the soil has largely disappeared. More or less spontaneous movements towards planned group farming by certain collections of families is being encouraged in every way, and an experiment will start in 1949 on these lines in the Kipsigis country.

The Makueni scheme to reclaim about 480 square miles of previously uninhabited country and make it suitable for settlement has proceeded most satisfactorily. Water supply is ahead of possible demands; over 90 families have started work and there is a big waiting list prepared to accept the conditions imposed on settlers. There is a happy atmosphere about the settlement which never fails to impress the constant stream of European and African visitors from all over the country.

In 11 other areas betterment schemes are in varying stages of progress. The general picture in all is very similar, and consists of a slow battle against traditional prejudices with staffs which are mostly still being built up.

#### EUROPEAN SETTLEMENT

Satisfactory progress was made during 1948 by the European Settlement Board with approved schemes for new settlement. During the year 39 new tenant farmers were allocated land, while at the end of the year 67 remained still not on the land. There were also 14 assisted owners on the

land (one less than at the end of last year) and some 26 remained on the books awaiting land. It is, however, probable that most of these will drop out, mainly owing to increased cost of land. Some may convert, however, to the tenant farming scheme.

The total number at present in the tenant farming scheme is 226, as compared with 262 at the end of 1947. There has thus been a drop of 36, for although there were a number of new acceptances these were more than counter-balanced by withdrawals. In the event it has been proved fortunate that there were these withdrawals, as owing to rising costs the Board would have found itself unable to fulfil all its obligations to these men within its existing resources. An examination of these resources, carried out in July, revealed that while the Board remained able to meet all its commitments it would be unsafe to incur any others, and therefore it was decided to accept no further persons into the scheme; the waiting list was also closed. Further developments, therefore, depend on the provision of further funds.

Land purchases totalling 28.829 acres at a cost of £79,850 were made during the year. The total holdings of the Settlement Board are now 366,361 acres, of which 290,000 acres approximately have been allotted to farmers. Rising prices have made the acquisition of land very difficult, and it would seem that any considerable increase in the settlement scheme will not be possible unless means can be found of getting land on the market at more reasonable prices. During the year approval was given for the purchase of land by the Board for resale to settlers not included in the Board's schemes. In practice, however, these powers have not been used because land with a good promise of a quick resale has not come on the market. In view of the Board's financial position it was considered unsafe to tie up funds in property which might not quickly be realized.

The Board has continued to administer the foundation stock scheme, and on its holding grounds at Konza and Elmenteita holds approximately 3,500 head of cattle. Three hundred and twenty-one in-calf Boran cattle were sold during 1948, making a total of 505 since the beginning of the scheme. It has been decided to keep the half-bred heifers for re-insemination, and in the meantime to offer for sale the Boran cows surplus to the carrying capacity on the holding areas. At the end of the year approval was given and arrangements duly made for an attempt to purchase up to a further 3,000 breeding stock from Somaliland for sale not only to the Board's tenant farmers but also to the general farming community.

The tenants on the land have in the main had a successful year and have made a good start, despite shortages of breeding cattle and farming material generally, particularly wire. A shortage of immune stock for cleaning-up purposes has also retarded development, with the result that far too many tenants have been forced mainly to rely on monoculture. Unfortunately there does not appear to be any hope of a quick improvement. Notwithstanding all the drawbacks, however, the position is sound and hopeful. There have been no financial failures, though one or two of the tenants have given cause for anxiety. On tours of inspection the Commissioner has been impressed with the general energy and keenness shown,

together with a willingness (particularly on the part of the womenfolk) to put up with primitive conditions of living during the early stages.

The Egerton School of Agriculture continues to give training to prospective tenants and other new settlers. Twenty-nine tenants completed this course, while 15 new settlers not included in the Board's schemes also took the course. Tenants now on the land speak highly of the value of the Egerton School.

#### INDIAN AND ARAB SETTLEMENT

Progress has been disappointing, investigation of the Mackinnon Road area having established the general unsuitability of a region which it had been hoped would prove suitable for cattle ranching and dairying.

#### TOURIST TRADE

In the belief that there was a potentially large source of revenue to the Colony in the unique attractions it offered to the tourist, official encouragement was given to the development of facilities to further the tourist trade. The East African Tourist Travel Association was formed in May, 1948, as a result of the original subscriptions and co-operation between the Governments of the Territories and the companies most interested in this trade. In this co-operation the majority of shares is held by the Governments, but the Executive Committee of the Association is predominantly composed of representatives of the private firms.

The basis of Kenya's earlier tourist trade was the big-game *safari* in which the hunter neither expected nor welcomed elaborate hotel or other tourist accommodation. If the trade was to be extended, however, to attract the general sightseer much had to be done in the way of building and equipping hotels and other accommodation either in or near the great national parks and in the sea and air ports of the Colony. Schemes were devised and projects embarked upon. It is estimated that the direct expenditure by tourists in Kenya in 1948 was £1,000,000: when to this is added indirect expenditure, payments by external traffic operators, expenditure by aircraft and ships' crews the total is thought to be of the order of £2,000,000.

#### NATIONAL PARKS

The Nairobi National Park continued to attract visitors at the rate of 4,000 per week, and it is not unusual for a visitor to leave London one day, arrive in Nairobi the next day and to have visited the park before the end of that day, seeing anything up to 30 species of game, including lion, hippo, giraffe, cheetah and an abundance of antelope and some of the smaller carnivora.

There was also a steady flow of visitors at Olorgesailie, one of the most important sites in the world from an archaeological point of view, since it is the only known "living-site" of hand-axe men, dating from approximately 200,000 years ago.

Plans proceeded to gain support for the delimitation of new areas for the preservation of various types of rare game and of a new national park on Mount Elgon, where a wide range of sub-Alpine vegetation exists.

## PART II

CHAPTER I: POPULATION  
GENERAL DISTRIBUTION

## NON-NATIVE

The non-native population census was taken on the 25th February, 1948, and the final results for the Colony, by race and sex, are shown in Table I.

TABLE I  
KENYA COLONY AND PROTECTORATE  
DISTRIBUTION OF NON-NATIVE POPULATION BY RACE AND SEX

SEX	RACIAL ORIGIN						Total
	European	Indian	Goan	Arab	Coloured	Other	
Male ..	15,120	52,077	4,393	13,596	492	1,238	86,916
Female ..	14,540	38,451	2,766	10,578	472	1,123	67,930
Total ..	29,660	90,528	7,159	24,174	964	2,361	154,846

In brief, the European population represented approximately one-fifth of the total non-natives, the Indian and Goan population together represented three-fifths and the Arab population approximately one-sixth of the total.

*Population Density*

The average density of the non-native population throughout the whole Colony was 0.7 per square mile. The greatest density was found in the Central and Coast Provinces with 2.03 and 2.00 persons per square mile respectively; the lowest was in the Northern Frontier Province where only 0.008 persons per square mile were reported.

The European population was mainly concentrated in the Central Province where 56 per cent of the total was found and the Rift Valley Province, a farming area of white settlers, was next in importance with 29 per cent. The Central Province was the residence of the greatest proportion of the Indian population also, namely 50 per cent of the community, compared with 29 per cent in the Coast Province which contained the next highest proportion. The distribution of the Goan population was fairly similar to that of the Indian, with a slightly higher concentration in the Central Province, while the Arab population had the highest concentration in any one province with 89 per cent in the Coast Province.

Taking all races together, the Central and Coast Provinces accounted for 79 per cent of the total non-native population. This concentration is largely due to the numbers residing in the two main municipalities of Nairobi and Mombasa.

### *Urbanization*

Of the non-native population 80 per cent were residing in the 50 gazetted municipalities and townships and the six main towns shown in Table II, together covered 73 per cent of the total population. The capital, Nairobi, had a resident population representing 35 per cent of the total non-native population of the Colony.

TABLE II  
POPULATION IN SIX MAIN URBAN CENTRES—BY RACE

Province	Town	Europ- ean	Indian	Goan	Arab	Col'red	Other	Total	Per- centage Total Non- Native Popu- lation
Central ..	Nairobi ..	10,830	37,935	3,875	626	191	1,122	54,579	35.2
Coast ..	Mombasa	2,027	23,847	1,733	13,485	316	485	41,893	27.0
Nyanza ..	Kisumu ..	374	4,725	248	186	7	23	5,563	3.6
Rift Valley	Nakuru ..	1,159	2,912	335	173	35	166	4,780	3.1
Coast ..	Lamu ..	9	347	12	3,123	20	65	3,576	2.3
Rift Valley	Eldoret ..	888	1,761	84	31	8	13	2,785	1.8
									83.0

The Goan population shows the highest degree of urbanization with 95 per cent residing within the boundaries of gazetted townships. The other non-European races also showed a very high percentage of urbanization, but of the European population only 60 per cent were reported in the townships and the urbanized European population was mainly concentrated in Nairobi and Mombasa.

### *Analysis by Age and Sex*

Table III shows the percentage of each race in the three main classes: the child age class, the productive age class and the "60 and over" age class; Table IV gives the absolute numbers for these groups.

TABLE III  
KENYA COLONY AND PROTECTORATE  
MAIN AGE CLASSES BY RACE

Age Group	European	Indian	Goan	Arab	Coloured	Other Non- Natives
0-14 ..	24.8	43.7	34.2	36.4	56.2	34.1
15-59 ..	67.0	54.4	64.0	56.7	40.5	61.9
60 and over	8.2	1.9	1.8	6.9	3.3	4.0

TABLE IV  
KENYA COLONY AND PROTECTORATE  
MAIN AGE CLASSES BY RACE

Age Class	European		Indian		Goan		Arab	
	M.	F.	M.	F.	M.	F.	M.	F.
Not stated..	62	74	128	99	7	11	125	87
0-14 ..	3,377	3,545	20,422	19,010	1,226	1,216	4,929	3,771
15-59 ..	9,997	9,791	30,394	18,723	3,049	1,523	7,602	6,006
60 and over	1,284	1,130	1,133	619	111	16	940	714
Total ..	15,120	14,540	52,077	38,451	4,393	2,766	13,596	10,578

Age Class	Coloured		Other Non-Natives		GRAND TOTAL	
	M.	F.	M.	F.	M.	F.
Not stated..	4	2	8	8	334	281
0-14 ..	270	271	397	402	31,021	28,215
15-59 ..	199	186	786	667	52,027	36,896
60 and over	19	13	47	46	3,534	2,538
Total ..	492	472	1,238	1,123	86,916	67,930

### EUROPEAN

The percentage of Europeans in the working age groups was found to be very much higher than for the other races. This can be attributed partly to the effects of migration and partly to the smaller death rate. The European child population was comparatively small, only 25 per cent of the total population being in the age groups 0-14. The small numbers in the 10-14 group may be accounted for by the number of children who are sent to school in the United Kingdom and by the fact that new immigrants are rarely accompanied by children in this age group. The percentage of the European population over 60 years of age, 8 per cent, was high compared with the other non-native races, but low compared with the 15 per cent for the corresponding group in Britain.

#### Sex Ratio

The proportion of males and females was fairly even throughout all the age groups. In the younger age groups males outnumbered females, but in the age class 20-29, more females than males were reported. This is not usual for a developing country where it is customary to find many more males than females in the younger working age groups.

### INDIAN

The bulk of the Indian population has been resident in the Territory for a longer period of time than the European. The proportion in the working age class was lower and the percentage of children was a great deal

higher (36 per cent); this meant that the Indian community as a whole was supported by a smaller number of workers whose output had to be shared over a large number of dependants.

#### *Sex Ratio*

The sex ratio of the Indian population shows a predominance of males with an overall ratio of 135 males per 100 females. The earlier age groups were fairly normal for a locally born population with only slightly more males than females, but from the age of ten years it was found that males greatly outnumbered females.

#### GOAN

The Goan community represented a very small percentage of the total population. The proportion of children (34 per cent in the 0-14 class) was lower than that for the Indian population and the percentage in the productive age groups was higher.

#### *Sex Ratio*

The ratio between the sexes was fairly even for the child population and for all age groups up to 24 years, but in the older age groups males greatly outnumbered females. The overall ratio was 159 males per 100 females.

#### ARAB

The Arab population has been established in the Territory for the longest period of time. The proportion of children, 36 per cent, was fairly high and 57 per cent of the total Arab population was in the productive age groups.

#### *Sex Ratio*

Throughout all the age groups there were consistently more males than females, the overall ratio being 129 males per 100 females. The 10-14 age group showed an unusually high proportion of males, 193 males per 100 females, and over the age of 60 there was also a heavy weighting of males. This may be due to the small number of women who entered the Territory many years ago or to the fact that many Arab males married African wives.

#### RATES OF INCREASE

No adequate vital statistics are available for Kenya Colony, but a study of the fertility of non-natives, as shown in the results of the 1948 census, has been carried out. This indicates that without migration the European population would remain stationary or increase very slowly.

The natural rate of increase of the Indian race is approximately  $2\frac{1}{2}$  per cent and the Goan  $1\frac{1}{2}$  per cent per year, but no figure can be given for the Arab population because of the complications introduced by the large number of Arab-African marriages. Since full migration statistics were not available for Kenya Colony prior to 1946 the net increase by migration is not known, but it undoubtedly accounts for the bulk of the European 1931-1948 inter-censal increase.

#### AFRICAN POPULATION

From the 1948 census the number of Africans in Kenya was 5,219,865 and the following table shows the division of the total into males, females, children and adults:—

TABLE V  
AFRICAN POPULATION BY SEX

	Adults	Children	Total	Adults	Children	Total	Total Male and Female
Total excluding Northern Frontier Province ..	1,253,391	1,226,669	2,480,060	1,430,202	1,114,970	2,545,172	5,025,232
Estimated Northern Frontier Province ..							193 000
Persons in Transit							1 633
Total Population							5,219,865

This figure included an estimated 193,000 Africans resident in the Northern Frontier Province, including Turkana, where no census was taken.

The distribution of the African population showed that 40 per cent were resident in the Central Province, 2,027,048 in absolute numbers, and the Nyanza Province came next in importance with 35 per cent of the population, or 1,853,232 reported. The lowest number of Africans was reported in the Masai District with only 71,722. The following table shows the total number of Africans in each of the provinces of the Colony and Protectorate:—

TABLE VI  
DISTRIBUTION OF AFRICAN POPULATION BY PROVINCE

Province	Population
Central .. .. .. ..	2,027,048
Nyanza .. .. .. ..	1,853,232
Rift Valley .. .. .. ..	627,349
Coast .. .. .. ..	445,881
Masai District .. .. .. ..	71,722

The sex division of the African population showed slightly more females than males, there being an overall ratio of 103 females to every 100 males. The preponderance of females was in the Central and Nyanza Provinces; in the Rift Valley Province the ratio was 83 females to 100 males and in the Coast Province 96 females to 100 males. Children represented almost 50 per cent in the male population and 45 per cent in the female population: males under 16 years of age and females under 14 years of age being recorded as children.

The analysis of the census gives the population by chiefdom or location and figures for sub-locations are also available, although they have not yet been published; the analysis by tribe has not yet been completed. The sample census which was taken in certain areas in the months following the general African census is now being analysed and on its completion a great deal of detail regarding the African population will be available, particularly concerning the number of births; this analysis should make possible some reasonable estimates of the rate of growth of the population, although it is very difficult to make accurate calculations owing to the fact that the 1948 census was the first occasion on which a full enumeration of the African population was taken.

## CHAPTER 2: OCCUPATIONS, WAGES, LABOUR ORGANIZATION

### PRINCIPAL OCCUPATIONS

The principal non-native occupations are:—

- (a) Domestic and Personal.
- (b) Commercial and Professional.
- (c) Industrial.
- (d) Timber and Fuel Production.
- (e) Building and Construction.
- (f) Mining and Quarrying.
- (g) Agricultural.
- (h) Public Service.

Most Africans are employed as manual labourers, domestic servants, clerks, drivers, and in simple rural artisan occupations. There is a growing body of semi-skilled and skilled labour, and a very small number of highly skilled employees.

### WAGE RATES

Wages continued to rise and by the end of the year, largely as a result of the adoption by the Government of the Salaries Commission Report, menial employees in the Government and in the Railway were receiving consolidated rates of pay representing an increase of about 100 per cent over 1939. In the same period the African Retail Price Index (base 1939=100) had risen to 208. African menial employees of the Government and the Railway also received substantial improvements in their terms of service as regards regular increments, sick pay, paid leave and terminal benefits.

Wage co-ordinating committees consisting of representatives of the Government, His Majesty's Forces and private employers were established during the year with a view to bringing about a common wage policy. As a result considerable improvements in wages and working conditions accrued to African workers in municipalities and private employment.

Agricultural wage rates have reflected the upward trend. A number of "in kind" benefits are enjoyed by the agricultural worker, and these were also more costly during the year.

Wage rates for 1948 are as under:—

(a) *Wage Rates for Unskilled Labour*

*Agriculture—*

*Per Week*

Resident Labourers .. ..	Sh. 1/60 to Sh. 3/60 plus housing, plus the value of farm-holding.*
--------------------------	--

Other Labourers .. ..	Sh. 2/75 to Sh. 4/60 plus food and housing.
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\* Permission to cultivate a certain acreage of crops and to graze a certain number of stock.

*Rural Areas—*

(i.e. Government Departments, District Councils, Railways, Mines, Contractors, etc.) .. ..	Sh. 3/60 to Sh. 9/25 plus food and housing.
--	---

*Urban—*

Nairobi .. .. ..	from Sh. 9/25 inclusive of rations and housing.
Mombasa .. .. ..	from Sh. 9/25 inclusive of rations and housing.
Kisumu .. .. ..	from Sh. 6/50 inclusive of rations and housing.
Nanyuki .. .. ..	from Sh. 7/50 inclusive of rations and housing.
Nyeri .. .. ..	from Sh. 7/85 inclusive of rations and housing.
Nakuru .. .. ..	from Sh. 8/65 inclusive of rations and housing.
Eldoret .. .. ..	from Sh. 7/85 inclusive of rations and housing.
Kitale .. .. ..	from Sh. 8 inclusive of rations and housing.
Thika .. .. ..	from Sh. 7/85 inclusive of rations and housing.

The minima for the above townships are those fixed by the Central Minimum Wage Advisory Board.

*(b) Wage Rates for Skilled and Semi-skilled Labour**Per Week*

Domestic Servants (Cooks and Houseboys) .. .. ..	Rural from Sh. 7/50 to Sh. 25 with food and housing.
	Urban from Sh. 10 to Sh. 30 with food and housing.
Clerks .. .. ..	from Sh. 11/50 to Sh. 69 usually without food and housing.
Drivers .. .. ..	from Sh. 14 to Sh. 35 without food and housing.
Artisans .. .. ..	from Sh. 16 to Sh. 45 without food and housing.

*(c) Wage Rates—Asian*

The adoption of the Salaries Commission Report resulted in an increase in the salaries of permanent Government Asian employees both artisan and non-artisan. This together with the continued upward trend of wages paid by private employers necessitated an increase of cts. 20 per

hour in the case of casual artisan labour employed by the Government and His Majesty's Forces. Wage rates for December, 1948, for a 45-hour week were as under. Asian artisans, however, are not usually content with this number of hours and often demand and obtain a 70-hour week, with a consequent increase in wages drawn.

	<i>Government Service</i>				<i>Private Employment</i>
	<i>Sh.</i>				<i>Sh.</i>
Clerks .. .. .. ..	75	—	156		65—150
Accountants .. .. .. ..	—				150—200
Shop workers .. .. .. ..	—				65—100
Labour supervisors .. .. .. ..	—				120—150
Metal workers .. .. .. ..	72	—	110		50—125
Stone workers .. .. .. ..	67	—	85		50—125
Wood workers .. .. .. ..	60	—	85		50—125
Electricians .. .. .. ..	—				50—125
Mechanics .. .. .. ..	85	—	110		50—125
Tailors .. .. .. ..	—				100—125

It must be remembered that in most cases Asians employed in the Government service have other benefits beside the cash wage—pensions, free medical treatment, etc.

#### (d) *Wage Rates—European and Cost of Living*

An increase in the salaries of permanent Government employees resulted from the adoption of the Salaries Commission Report and affected in the main, the senior official, single man and woman employee. The married officials with families did not benefit to any appreciable extent due to the fact that their cost of living allowance, based on salary and domestic status, already met the rise in the index cost of living figure.

The following illustrate average weekly wages prevailing:—

	<i>£ per week</i>			
Clerks, Special .. .. .. ..	..	..	..	11—15
Clerks, Grades 1 and 2 .. .. .. ..	..	..	..	5—11
Storekeeper, Senior .. .. .. ..	..	..	..	20—22
Storekeeper, Deputy .. .. .. ..	..	..	..	16—18
Draughtsman .. .. .. ..	..	..	..	15—17
Foreman of Works, Grade 1 .. .. .. ..	..	..	..	11—13
				14—17
Surveyors .. .. .. ..	..	..	..	13—21
Inspectors of Works, Grade 1 .. .. .. ..	..	..	..	12—13
Engineers, Grade 1 .. .. .. ..	..	..	..	27
Engineers, Grade 2 .. .. .. ..	..	..	..	21—26
Engineers, Assistants .. .. .. ..	..	..	..	11—20

*Commercial*

Salaries throughout the year have been at a steady level and generally based on the employee's experience and qualifications. Some firms gave a cost of living allowance mainly dependent on the employee's domestic circumstances.

*Prevailing Rates*

	<i>£ per week</i>
Clerk .. .. .. .. ..	10
Storekeepers .. .. .. .. ..	10-12
Accountants .. .. .. .. ..	15 and upwards
Architects .. .. .. .. ..	15 upwards
Clerks of Works and Buildings .. .. ..	10-12
Salesmen .. .. .. .. ..	10-12
Electrical and Mechanical Engineers .. ..	12-15
Branch Manager .. .. .. .. ..	12-15
Assistant Engineers .. .. .. .. ..	10-12

**(A) TOTAL AVAILABLE ADULT MALE (AFRICAN) LABOUR IN KENYA  
AS AT 26TH NOVEMBER, 1948\***

PROVINCE	Total Population	Total Males (49%)	Ages 16-45 (21-23%)	Able-bodied (80%)
Central .. .. .. ..	1,922,000	941,780	422,840	338,270
Coast .. .. .. ..	446,000	218,400	95,830	76,665
Nyanza .. .. .. ..	1,820,000	891,800	418,600	334,880
Rift Valley .. .. ..	389,000	288,610	129,570	103,655
Extra Provincial .. .. ..	250,000	122,500	57,500	46,000
	5,027,000	2,463,090	1,124,340	899,470

**(B) TOTAL OF LABOUR EMPLOYED IN KENYA AT 26TH NOVEMBER, 1948**

*(1) Males ..	341,118 as a percentage of 899,470 = 37.9 per cent
*(2) Females ..	30,589
*(3) Juveniles ..	44,904
<hr/>	
	416,611

\*(1) Total on Books.

\*(2) Total working.

\* These figures are not identical with those in Table V in Chapter 1 as the latter figures are the result of a later total estimate not yet analysed.

## (C) LABOUR EMPLOYED IN AGRICULTURE

*Monthly Labour*

Adult males	..	..	..	..	..	110,754
Adult females	..	..	..	..	..	10,728
Juveniles	..	..	..	..	..	31,587

*Resident Labour*

Adult males	..	..	..	..	..	34,968
Adult females	..	..	..	..	..	8,739
Juveniles	..	..	..	..	..	6,697

*Casual Labour*

Adult males	..	..	..	..	..	3,944
Adult females	..	..	..	..	..	8,324
Juveniles	..	..	..	..	..	2,633
						—
				Total	..	218,374

(D) NUMBERS OF MALE AFRICAN WORKERS IN THE MAIN OCCUPATIONAL  
MONTHLY CONTRACTS

INDUSTRIAL HEAD	1947		1948	
	Number	Percentage of Total	Number	Percentage of Total
Domestic and Private ..	24,184	8.59*	22,896	7.72*
Commercial and Professional ..	21,051	7.47	24,708	8.33
Industrial .. ..	14,358	5.10	12,121	4.09
Mining .. ..	2,884	1.02	3,218	1.09
Quarrying .. ..	6,080	2.15	5,360	1.81
Building and Construction ..	9,920	3.51	11,163	3.77
Timber Production and Fuel ..	12,590	4.64	14,192	4.79
Others in Private Industry ..	2,978	1.05	6,263	2.11
Agriculture .. ..	106,551	37.81	110,754	37.36†
Government Services .. ..	8,261	28.84	85,779	28.93
Total ..	281,857	100.00	296,454	100.00

It is impossible at present to indicate the principal seasonal fluctuations. Such fluctuations in any case are mainly confined to Agriculture but even in this case it can be said that there is a tendency for the total employment figure to show only minor deviations from the general trend.

The 1948 total figure is an increase of approximately 14,500 over that for 1947. The fall in numbers in domestic employment reflects the continued trend towards economy in this type of labour.

\* Excludes domestic servants employed on farms.

† These figures exclude resident labourers and daily paid casual workers.

## (E) OCCUPATIONAL DISTRIBUTION OF NON-NATIVE EMPLOYEES

OCCUPATION	November, 1947		June, 1948	
	European	Asian	European	Asian
1. Agriculture .. ..	760	170	850	210
2. Mining and Quarrying ..	45	25	21	27
3. Metal Workers .. ..	370	1,405	827	1,430
4. Textile Workers .. ..	50	860	59	915
5. Electrical Apparatus Makers and Fitters .. ..	35	155	60	152
6. Makers of Food, Drink and Tobacco .. ..	100	133	108	156
7. Workers in Wood .. ..	55	1,220	205	1,440
8. Makers of and Workers in Paper .. ..	40	233	45	246
9. Builders, Masons, Contractors .. ..	117	935	262	1,050
10. Workers in other Materials .. ..	55	160	61	153
11. Government Service .. ..	2,580	3,077	2,775	3,143
12. Defence Services .. ..	480	1,045	490	1,044
13. Transport and Communications .. ..	250	340	260	335
14. Commercial, Financial, Insurance .. ..	1,405	2,345	1,367	2,350
15. Local Government .. ..	225	300	280	262
16. Professional Occupations .. ..	640	195	770	180
17. Entertainment, Sport, Personal Services (Hotels, etc.) .. ..	380	415	427	385
18. Clerks, Draughtsmen, Typists .. ..	1,315	3,355	1,427	3,390
19. Warehousemen, Storekeepers, Packers .. ..	110	165	135	165
20. Other Workers .. ..	15	210	—	215
21. Railway and Harbours .. ..	530	2,685	537	2,740
Total ..	9,557	19,428	10,966	19,988

N.B.—These figures show employees only and not total numbers engaged in the various occupations.

#### Hours of Work

There is no change in hours of work to be reported. In general, in urban areas, 45 hours can be taken as the average working week, i.e. eight hours a day and five hours on Saturday. In nearly all cases of agricultural employment, the hours worked are much less, barely averaging four hours a day, and very few individuals work regularly throughout the year.

#### COST OF LIVING

An African retail price index has been compiled by the East African Statistical Department and is made up of 30 items divided into four main groups, namely—

- Food,
- Fuel and soap,
- Clothing,
- Household articles.

The prices used are collected from 37 representative dealers in Mombasa for goods mainly consumed by Africans in urban areas.

The movements in the Index for 1948 are as under:—

*Base August 1939 = 100*

28th February	..	..	..	205
30th April	..	..	..	204
30th June	..	..	..	206
31st August	..	..	..	207
31st October	..	..	..	208
31st December	..	..	..	207

A rise occurred between December, 1947, when the figure was 198, and February, 1948, and reflected price increases in 2nd grade meat and charcoal. Since February, 1948, only slight price fluctuations have been recorded, mainly in clothing and household goods.

The retail price index of consumer goods (base August 1939 = 100) on 31st August, 1948, was 179.5. Rent of living accommodation has gone up approximately at the same rate. Generally speaking, the wages of Asian employees have increased during the same period by 100 per cent so that in spite of the increased cost of living the average Asian worker is 20 per cent better off than before the war.

The position has given rise to a great deal of anxiety throughout the community and a select committee to inquire into the whole question was appointed by the Legislative Council in November. The Committee has since been raised to the status of a Commission of Inquiry.

#### SIZE AND WORK OF THE LABOUR DEPARTMENT

The Department now consists of five sections:—

##### *Headquarters Section and Field Inspectorate*

- 1 Labour Commissioner.
- 1 Deputy Labour Commissioner.
- 1 Principal Labour Officer.
- 1 Senior Medical Officer.
- 1 Factory Inspector.
- 1 Trade Union Officer.
- 1 Statistician.
- 1 Office Superintendent and Accountant.
- 4 Senior Labour Officers.

11 Labour Officers and an appropriate administrative staff.

##### *Labour Control*

- 1 Senior Labour Control Officer.
- 2 Labour Control Officers,  
and an appropriate administrative staff.

##### *Employment Service*

- 1 Officer i/c Non-African Labour Exchanges.
- 1 Officer i/c African Labour Exchanges.
- 1 Officer i/c Nairobi Labour Exchange.
- 1 Officer i/c European Employment (Male).
- 1 Officer i/c European Employment (Female),  
and an appropriate administrative staff.

##### *Resident Labour Inspectorate*

- 1 Senior Resident Labour Inspector.
- 8 Resident Labour Inspectors,  
plus African staff.

### *Central Registration Office*

- 1 Principal Registrar.
- 1 Registrar and Office Superintendent and Accountant.
- 2 Assistant Registrars,  
and an appropriate administrative staff.

### *Trade Unions*

The Trade Union Officer has continued his work of explaining the purpose and functions of trade unions. Applications have been received from several sections of workers for official recognition as trade unions. Much work remains to be done, however, in teaching the basic principles of trade union practice, and until both officials and members of the unions are thoroughly aware of these, progress will be hindered.

The Trade Union Officer has, therefore, endeavoured to explain—

- (a) the principles and law with regard to trade unions;
- (b) the necessity that the trade union constitution should be thoroughly understood both by officials and members; and
- (c) the necessity that books and accounts should be kept in a proper and businesslike manner.

The General Secretary of the Kenya African Road Transport and Mechanics Union has been offered and has accepted a scholarship from the Trades Union Congress to proceed to the United Kingdom for the purpose of learning the background and principles of trade union practice.

### *Demobilization and Reabsorption*

The Man Power and Civil Reabsorption Board has fulfilled its purpose and was dissolved during 1948. During its life, it accorded interviews and aid to 6,206 Europeans, 1,268 Asians and 65,408 Africans. Entry permits recommended and approved were 3,943 for Europeans and 7,949 for Asians.

### *European Employment*

During 1948, the Employment Officer gave 1,851 interviews to male persons making tentative inquiries for employment. Posts were found for 246 persons. The main difficulty is to place applicants who are between 50–70 years of age.

The work of placing women in employment was taken over by the East African Women's League in November, 1948.

### *Asian Employment*

Nearly 4,000 vacancies were registered during the year, and 1,500 Asians registered for employment of whom 1,300 were found jobs. The demand for most classes of Asian labour (particularly artisans) is strong, and it is probable that the balance of 200 found employment through their own efforts.

Entry permits for entry from India were recommended in the case of 1,500 artisans and 500 non-artisans.

### *Italian Immigration*

To augment the supply of skilled labour, permission has been given to a limited number of Italians to take up temporary employment in Kenya. Approximately 500 have already arrived for private industry and 500 for His Majesty's Forces.

### *African Employment*

During 1948, a grand total of 12,218 persons found employment through the medium of the labour exchange. This may be compared with the figure of 6,547 persons placed in employment during 1947, and indicates the extent to which the work of the labour exchanges in the Colony has increased during the past year. Of the 12,218 persons placed, 3,381 found employment in 62 different occupations, both artisan and non-artisan; 5,276 were placed in domestic employment and temporary employment was found in urban areas for 3,561 casual labourers.

### *Training*

Training continued at Centres "B" and "C" throughout the year, and the numbers trained were—

Centre "B"—981 (Mainly artisans),

Centre "C"—334 (Mainly in social welfare and education).

### *Labour Disputes and their Settlement*

There were no major disputes during the year, although there was a tendency for minor disputes to grow in numbers towards the end of the period. Considerable improvements in wages and conditions were given to Government and Railway employees during the year which were reflected to a greater or lesser degree in commerce. In undertakings where no improvements were offered, disputes took place. These disputes were usually quickly settled and many private employers have increased wages and improved conditions of work to bring them into line with others who have already done so.

Eighty-seven disputes came to the attention of the Department during the year involving 7,287 workers; of these, 32 were major disputes of more than one day's duration or disputes where more than 50 workers were involved. Of the total, 12 major disputes (40 per cent) and 16 minor disputes (30 per cent) were found to be due to omissions on the part of employers. Analysis shows that approximately 66 per cent of all strikes arose from claims for an improvement in wages and other conditions of employment. Eighteen per cent arose from bad labour management and unnecessary misunderstandings. Agriculture suffered 37 per cent of all strikes of which three-quarters were settled in favour of the workers.

### *Labour Legislation giving effect to the Provisions of the International Labour Conventions*

Labour legislation was almost completely overhauled during 1948 to bring it into line with International Labour Conventions.

### *Legislation dealing with Trade Unions and the Employment of Women and Children*

The Employment of Women, Young Persons and Children Ordinance, 1933, was entirely recast and amended to reflect the most recent International Labour Organization Conventions.

### *Compensation for Accidents and Legislative Provision for Sickness*

The Ordinance was recast and extended by inter-territorial agreement to include provision for a number of items including medical aid previously omitted.

## CHAPTER 3: PUBLIC FINANCE AND TAXATION

## REVENUE

## A. Tax Revenue—

			1947	1948
			(actual)	(estimated)
			£	£
(1) Direct Taxation	..	..	1,650,251	..
(2) Indirect Taxation	..	..	5,028,740	..
			<hr/>	<hr/>
Total tax revenue	..	..	6,678,991	..
				5,935,200
B. Revenue from Self-liquidating Expenditure	..	..	94,444	..
C. Revenue from Government Properties			358,852	..
D. Interest and Redemption	..	..	165,886	..
E. Revenue from Fees and Payments for Specific Services	..	..	267,900	..
F. Earnings of Departments and Reimbursements	..	..	379,215	..
G. Sundry Receipts	..	..	93,697	..
			<hr/>	<hr/>
Total Non-tax Revenue	..	..	1,359,994	..
Total Revenue	..	..	8,039,985	..
				7,135,469

## EXPENDITURE

			1947	1948
			(actual)	(estimated)
			£	£
A. Public Debt and Pensions	..	..	720,107	..
B. Administration	..	..	1,894,835	..
C. Development of Natural Resources	..		764,511	..
D. Public Utilities	..	..	524,165	..
E. Social Services	..	..	1,074,048	..
F. Contribution to Townships and District Councils	..	..	363,387	..
G. Military Contributions and War Expenditure (Civil)	..	..	651,689	..
			<hr/>	<hr/>
Contributions to the Development and Reconstruction Authority from General Revenue	..	..	893,635	..
				320,000
			<hr/>	<hr/>

## EXPENDITURE (DEVELOPMENT AND RECONSTRUCTION AUTHORITY)

			1947	1948
			(actual)	(revised estimated)
			£	£
Administration	..	..	11,698	..
General Works Staff	..	..	79,143	..
Town Planning	..	..	3,291	..
Agriculture	..	..	88,660	..
Miscellaneous	..	..	35,643	..
Loans to Local Authorities	..	..	—	..
Trust Development	..	..	51,375	..
Post and Telegraphs	..	..	38,992	..
Roads	..	..	171,309	..
Settlement	..	..	596,200	..
Veterinary	..	..	28,642	..
Water Supplies	..	..	72,289	..
Buildings	..	..	410,269	..
			£1,587,511	..
				£2,347,113

## STATEMENT OF LOAN POSITION OF COLONY AS AT 31ST DECEMBER, 1947

Period	Amount of Issue	Rate of Interest per cent.	Price of Issue per cent.	Redeemable	Expenditure at 31st Dec., 1947
1927 ..	5,000,000	5	99½	1948-58	5,000,000
1928 ..	3,500,000	4½	95	1950	3,500,000
1930 ..	3,400,000	4½	98½	1961-71	3,382,876
1933 ..	305,600	3½	98½	1957-67	305,595
1936 ..	375,000	3	100	1956-61	374,120
1945 ..	600,000	3	100	1970-75	600,000
1946 ..	1,820,000				1,820,000
1946 ..	Conversion Loan 300,000	2¾	99	1971-76	
	Railway Loan 15,300.600	2¾	100	1966	65,777
					15,048,368

Three issues of East African War Bonds were offered locally in 1940, 1942 and 1944, respectively, for re-loan to His Majesty's Government towards the prosecution of the War, realizing a total sum of £11,852,435. The Bonds bear interest at  $2\frac{1}{2}$  per cent per annum. The 1940 issue was redeemed on 1st July, 1947. The 1942 and 1944 issues are redeemable 1949 to 1951 and 1952 to 1954 respectively. As the proceeds were re-lent to His Majesty's Government the Colony's liability to bond-holders at 31st December, 1947, of £8,932,400 is covered by a corresponding liability to the Colony on the part of the Imperial Government.

#### SINKING FUND

Sinking Fund Contributions are at the rate of one per cent. The Sinking Fund Contribution in respect of the £600,000 1945 Loan is at 2 per cent and in the case of the £300,000 1946 Railway Loan based on an amount which invested at 3 per cent compound interest (interest converted half-yearly) will in 20 years amount to £300,000.

#### STATEMENT OF ASSETS AND LIABILITIES AS AT 31ST DECEMBER, 1947

##### *Liabilities*

			£	s.	cts.
Deposits	..	..	9,575,587	10	05
Drafts	..	..	36,472	13	59
Loan Funds—Unspent Balances		..	252,232	4	68
Excess Profits Tax Fund	..	..	1,446,411	12	33
Reserve Fund	..	..	500,000	0	00
War-time Contingency Fund	..	..	300,000	0	00
Suspense	..	..	165,893	17	45
Development and Reconstruction Fund		..	2,845,213	14	29
General Revenue Balance	..	..	3,005,349	1	67
Total	..		£18,127,160	14	06

##### *Assets*

			£	s.	cts.
Investments	..	..	12,804,058	5	63
Advances	..	..	2,258,874	12	19
Suspense	..	..	681,168	17	50
Cash	..	..	2,382,725	7	69
Imprests	..	..	333	11	05
Total	..		18,127,160	14	06

## ALLOCATION OF PUBLIC DEBT AND ANNUAL CHARGES

CAPITAL DEBT	ANNUAL CHARGES		Total Annual Charges	
	Kenya Colony			
	Kenya and Uganda Railways and Harbours	Total		
Kenya Colony	Kenya and Uganda Railways and Harbours	Kenya Colony	Kenya and Uganda Railways and Harbours	
Loan	Total Public Debt	Sinking Fund	Sinking Fund	
	£	£	£	
1927 ..	5,000,000	5,000,000	300,000	
1928 ..	2,840,331	3,500,000	156,219	
1930 ..	1,166,091	3,400,000	64,135	
1933 ..	—	100,526	—	
1936 ..	—	10,696	—	
1945 ..	—	11,250	—	
1946 ..	1,820,000	18,000	—	
1946 ..	—	—	—	
Conversion Loan	300,000	300,000	—	
Railway Loan	—	8,333	—	
		11,056	19,389	
1927 ..	659,669	29,685	250,000	
1928 ..	2,233,909	6,596	50,000	
1930 ..	—	22,339	28,404	
1933 ..	—	3,056	11,661	
1936 ..	—	3,750	—	
1945 ..	600,000	12,000	—	
1946 ..	1,820,000	—	—	
1946 ..	—	—	—	
Total	4,474,178	10,826,422	588,604	
		15,300,600	108,265	
		178,490	480,339	
		58,797	237,287	
			19,389	
			19,389	
			825,891	

## MAIN HEADS OF TAXATION AND YIELD OF EACH

<i>Item</i>			1939	1946	1947
			£	£	£
Customs Revenue	..	..	918,259	3,314,880	4,254,211
Hut and Poll Tax (Native)	..	..	523,588	510,576	549,216
Income Tax	..	..	137,963	1,081,960	816,547
Non-native Poll Tax (Personal Tax)			50,929	123,161	132,359
Petrol Tax	..	..	74,624	185,232	266,030
Estate Duty	..	..	11,443	39,371	74,392
Entertainment Tax	..	..	6,491	27,293	25,547
			£1,723,297	£5,282,473	£6,118,302

## REVENUE AND EXPENDITURE

*Statement of Revenue and Expenditure for the Nine Years Ended  
31st December, 1947*

<i>Year</i>	<i>Revenue</i>	<i>Expenditure</i>
	£	£
1939	3,811,778	3,808,079
1940	4,111,412	4,064,465
1941	5,348,888	4,511,275
1942	5,595,025	5,341,551
1943	6,801,860	6,782,466
1944	7,734,333	7,629,088
1945	8,034,197	7,815,928
1946	9,057,390	8,795,237
1947	9,877,196	9,023,624

## CUSTOMS TARIFF

In 1923 identical Customs tariffs were enacted in Kenya, Uganda and Tanganyika. There was a revision in 1930 and although rates have been altered from time to time, mainly during the recent war, the basic structure remained unchanged until 1946 when surcharges, introduced with the object of maintaining revenue at as high a level as possible and also to discourage the consumption of commodities which could not be regarded as essential, were incorporated in the basic tariff. In 1947 the rates of duty on tobacco, cigars and cigarettes were doubled with a view to conserving dollar exchange.

The basic fiscal rate is 22 per cent *ad valorem* assessed on the value which is taken as being the price which the goods would fetch on sale in the open market in the Colony if delivered at the port of importation with freight, insurance and all costs, charges and expenses having been paid by the seller. Specific duties are charged on goods which lend themselves to such a form of assessment, the more important of such goods being potable spirits, cigarettes and tobacco, motor spirit and kerosene oil, tyres and tubes, matches and cement. In the case of certain articles such as piece goods, certain articles of wearing apparel and cycles, minimum specific duties have been fixed as an alternative to an *ad valorem* rate in order to safeguard the revenue against abnormally cheap supplies.

During the year 1948 the equivalent of the war-time surcharges were removed from the import duties on certain foodstuffs, apparel, cotton piece goods, bicycles and parts, motor cars and parts, while the duty on kerosene was reduced from  $33\frac{1}{3}$  cents per gallon to  $26\frac{2}{3}$  cents per gallon. The duties on certain builders' materials and requisites, including sanitary-ware, were removed completely and the duty on artificial silk piece goods was reduced to half the former figure. A similar reduction took place in the duties on cocoa and chocolate (not confectionery) and on dried fruits in order to implement the undertakings given at the Geneva Conference in 1947.

The free list includes the chief development imports such as machinery; road, rail, air and water transport equipment; coal, coke and fuel oil; packing materials; explosives; insecticides and agricultural and mining equipment; and builders' requisites and sanitary-ware. Exemption from duty is also allowed in the case of drugs, medicines and disinfectants; filters, refrigerators, surgical and scientific instruments; educational requisites; religious articles; music and literature and bona fide baggage brought by passengers for personal and household use.

Provision is made in the tariff for the imposition of what are known as "suspended" duties on certain commodities which are produced and manufactured in one or more of the territories—Kenya, Uganda and Tanganyika. These duties may be imposed, varied or revoked unilaterally thus allowing a modified control by each territory over the degree of protection afforded to a number of the local products.

By a tripartite Customs Agreement in 1927, a system of interterritorial transfers of imported goods was introduced between Kenya, Uganda and Tanganyika. The effect of this agreement is virtually to remove Customs barriers between the three territories, the duty being credited to the receiving territory by a transfer form procedure.

The Congo Basin Treaty obligations prevent the grant of imperial preference.

#### EXCISE DUTIES

Excise duties were collected in 1948 from locally manufactured products in Kenya as follows:—

Commodity	Rate	Amount £
Sugar .. .. ..	Sh. 2/24 per lb.	74,279
Tea .. .. ..	Sh. 0/15 per lb.	29,235
Cigarettes and cigars ..	Sh. 8 per lb.	520,419
Tobacco .. .. ..	Sh. 7 per lb.	29,783
Beer .. .. ..	Sh. 120 per 36 gallons of wort of a specific gravity of 1,055 degrees or <i>pro rata</i> .	149,382
Total Excise ..		£803,098

### STAMP DUTIES

The revenue derived from stamp duties amounted to £274,017, the largest amount ever collected in a single year. The revenue collected in 1947—itself a record year—totalled £189,000. The principal items were:—

	£
Cheques .. . . . .	41,217
Transfers and Conveyances .. . .	97,815
Company Share Capital .. . .	57,865

These figures represent more than four million cheques stamped; land to the capital value of £4,890,750 transferred; and £11,573,000 new company share capital.

(Note.—The total stamp duty of £274,017 is made up of £255,708 collected departmentally and £18,309 agreed write-back in respect of stamps sold by the Post Office for revenue purposes.)

### NATIVE HUT AND POLL TAX

Under the provisions of the Native Poll Tax Ordinance, 1942, a poll tax is levied on every adult male African. The basic rate of tax was Sh. 14, but in accordance with the usual practice local variations were made to suit the differing means of the inhabitants. The rate of tax varied from Sh. 6 in the case of the Turkana tribe to Sh. 17 in the case of the Masai. In addition to this poll tax, the whole proceeds of which accrued to the Central Government, every male African residing within the jurisdiction of a Local Native Council paid a Local Native Council rate which varied locally from Sh. 3 to Sh. 7. Those residing in areas in which no Local Native Council was established paid a poll tax of Sh. 16, Sh. 2 of which were paid into the Native Trust Fund. The total yield of native poll tax for the year (including arrears) amounted to £592,306. As regards the method of collection, in the native areas the system was continued whereby the bulk of the tax was collected by chiefs who handed over the proceeds at regular intervals to District Revenue Officers or District Officers on tour. Elsewhere a considerable proportion of tax was collected by employers from their African labour under the provision of law by which a proportion of an employee's monthly wage may be paid in *kodi* (i.e. tax) stamps.

### INCOME TAX

Income tax is charged in Kenya in accordance with the Income Tax Ordinance, 1940. Residents are assessed on income accruing in, derived from or received in East Africa, and non-residents on income accruing in, derived from or received in Kenya and in each case after deducting any allowance which may be due.

The personal allowances for resident individuals are as follows:—

#### (a) Single.

£200, but where the total income exceeds £200 the allowance is reduced by £1 for every £4 by which the total income exceeds £200.

In the case of a widow or widower maintaining children the allowance is fixed at £200 irrespective of the income.

(b) *Married.*

£350. The allowance is not affected by the amount of total income.

(c) *Children.*

£80 for the first child and £40 for each of next three. Maximum allowance £200. "Child" includes step-child or adopted child maintained within the year preceding the year of assessment, who was either under the age of 16, or if over the age of 16 at any time within that year was receiving full-time instruction at any university, college, school or other educational establishment or was serving under articles or indentures with a view to qualifying in trade or profession. No deduction in respect of a child is competent if the income of the child in his own right, apart from income arising from a scholarship, bursary, etc., exceeds £75 per annum. The amount of the deduction may be increased by an amount not exceeding £50 (maximum four children) when the child is being educated.

(d) *Dependent Relative.*

The amount expended on the maintenance of a dependent relative is allowed up to a maximum of £60 provided that the total income of the relative does not exceed £150. Where two or more persons contribute to the maintenance of the relative the total allowance up to £60 is divided between the contributors.

(e) *Life Assurance, etc.*

The annual insurance premiums paid by the taxpayer on his life or that of his wife or the annual contributions made by him to the Widows' and Orphans' Pension Fund or other approved fund. Relief is granted up to £200 of premiums at a rate not exceeding Sh. 5 in the £, and at a rate of Sh. 2/6 in the £ on the remainder up to one-sixth of the total income. Insurance premiums allowable not to exceed 7 per cent of the capital sum insured.

(f) *Age Relief.*

A deduction is allowable in certain circumstances for taxpayers in the lower income tax groups where the taxpayer proves to the satisfaction of the Commissioner that in the year immediately preceding the year of assessment he maintained a wife aged 55 years or more or that he himself had attained the age of 60 years. In the case of a woman separately assessed the appropriate age is 55 years. The maximum of this allowance is £200.

The rates of tax at present in force are:—

(a) *Persons other than Individuals.*

That is companies, trusts, etc., Sh. 4 in the £.

(b) *Resident Individuals.*

Income tax and surtax are payable in accordance with the Third Schedule of the Ordinance which is in the form of a ready reckoner. The Third Schedule has the effect of charging the first £400 of chargeable income at Sh. 1/50 plus one-eighth of a cent up to Sh. 3 in the £ at £1,600, any excess being charged separately at Sh. 5 in the £. Surtax is charged at 25 cents plus one-eighth of a

cent on the excess of the income over £2,000 up to a maximum of Sh. 2.125 in the £ at £3,500; thereafter there is a separate charge at Sh. 4 in the £ plus one-twentieth of a cent up to a maximum of Sh. 7 in the £ at £9,500; thereafter the next £10,500 at Sh. 10 in the £; the next £30,000 at Sh. 10/50 in the £ and the excess thereafter at Sh. 11 in the £.

(c) *Non-resident Individuals.*

Personal deductions are allowed by rules under section 25 of the Income Tax Ordinance, 1940, to British subjects or individuals chargeable in respect of a pension for past services.

If the individual is not resident in the United Kingdom during the whole year preceding the year of assessment the following deductions are allowed:—

- (i) Exemption from the provisions of the Income Tax Ordinance in respect of one-half of the amount of any earned income where that income does not exceed £500, and £250 of such income where it exceeds £500.
- (ii) Deductions on a graduated scale where the income chargeable does not exceed certain limits. The deductions are calculated as follows—  
£100 in the case of a single individual;  
£130 in the case of an individual who, if resident, could claim a deduction in respect of a wife under section 24 of the laws;  
£25 in respect of each child in respect of whom an individual, if resident, could claim a deduction under section 24 of the laws;  
one-quarter of the amount of any income, other than earned income, whether accrued in, derived from or received in the Colony or not:

Provided that the total deductions to be allowed shall be reduced by £2 for every £1 by which the total income (world income) exceeds the amount of the deductions:

Provided further that where the total income includes earned income not accrued in, derived from or received in the Colony, the amount of such earned income shall for the purpose of computing the total deductions be reduced by one-half or by the amount by which the earned income chargeable to tax is less than £250, whichever is the less.

If the individual is resident in the United Kingdom during the whole of the year preceding the year of assessment the following deductions are allowed—

- £160 in the case of a single individual;
- £216 in the case of a married man;
- £60 for each child;

Plus one-quarter of the total deductions or one-fifth of the amount of any earned income, whichever is the less:

Provided that the total deductions to be allowed shall be reduced by £2 for every £1 by which the total income (world income) exceeds the amount of the deductions.

The rates of tax payable by non-resident individuals are as follows:—

- (a) Where the chargeable income does not exceed £800: at the rate of Sh. 2 for every £ of chargeable income.
- (b) Where the chargeable income exceeds £800: at the rate applicable to resident individuals.

In addition, an annual Personal Tax, based on income, is payable by individuals other than Africans, as follows:—

Where the individual's total income does not exceed £60 .. Sh. 20

Where the individual's total income exceeds £60 but does not exceed £120 .. .. .. .. .. .. .. .. Sh. 40

Where the individual's total income exceeds £120 .. .. Sh. 60

The following exemptions are provided—

- (a) every individual who has not attained the age of 18 years;
- (b) every woman whose personal income does not exceed £120 per annum;
- (c) every married woman living with her husband;
- (d) every individual on a temporary visit to the Colony, provided he is not the owner or lessee of land in the Colony, and is not engaged in any employment or business in the Colony, and has no pecuniary interest in any business or enterprise conducted or carried on in the Colony.

European residents are required to pay a Hospital Contribution dependent on income of Sh. 5, Sh. 10 or Sh. 20 according to the total income for Personal Tax purposes, together with a contribution of Sh. 8 for every £25 of chargeable income (as computed for income tax purposes) on the first £250 of chargeable income and Sh. 8 for every £50 of chargeable income over that figure.

#### CHAPTER 4: CURRENCY AND BANKING

The following banking institutions are established in the country:—

- (a) The National Bank of India, Ltd., with branches at Mombasa, Nairobi, Nakuru, Kisumu and Kericho.
- (b) The Standard Bank of South Africa, Ltd., with branches at Mombasa, Nairobi, Nakuru, Kisumu, Eldoret, Kitale, Nanyuki and Nyeri.
- (c) Barclays Bank (D.C. & O.) with branches at Nairobi, Mombasa, Nakuru, Eldoret, Kisumu, Kitale and Thomson's Falls.
- (d) The Exchange Bank of India and Africa, Ltd., with branches at Nairobi and Mombasa, which, however, have since closed.

The Land and Agricultural Bank of Kenya, with a capital of £726,500 provided by the Government, makes advances to farmers under the provisions of the Land Bank Ordinances. Up to 31st December, 1948, the Land Bank had made 1,775 advances aggregating £1,745,551, of which £673,313 was still out on loan.

The Land Bank also acts as financial agent for the Government in the affairs of various bodies, including the Board of Agriculture, the African, European, Indian and Arab Settlement Boards.

### CURRENCY

The standard coin is the East African shilling (silver) with subsidiary coinage of the following denominations: 50 cents (silver) and 10 cents, 5 cents and one cent (bronze). A note issue is maintained and notes of the following denominations are in circulation: Sh. 10,000, 1,000, 200, 100, 20, 10, 5, 1.

The currency is controlled by the East African Currency Board, London, which replaced the local Board of Currency Commissioners in 1921.

The Board is represented in the Colony by a local Currency Officer.

#### *Circulation of Coin and Notes at 31st December, 1948*

<i>Coin—</i>		<i>Denomination</i>	<i>Amount</i>		
			<i>£</i>	<i>s.</i>	<i>cts.</i>
Copper	..	..	37,351	17	70
		—/01			
		—/05	78,399	11	25
		—/10	153,401	17	80
			£269,153	6	75
Silver	..	..	166,220	18	50
		—/50			
		1/-	1,210,861	12	00
			£1,377,082	10	50
Notes	..	..	39,837	18	00
		1/-			
		5/-	2,111,097	10	00
		10/-	3,267,208	10	00
		20/-	5,827,976	0	00
		100/-	4,117,410	0	00
		200/-	180	0	00
		1,000/-	53,800	0	00
		10,000/-	1,469,000	0	00
			£16,886,509	18	00

*Note.*—The circulation figures of coin are only in respect of Kenya.

The circulation figures of notes are in respect of East African Currency Basin, i.e. Kenya, Uganda, Tanganyika, Zanzibar and the occupied territories.

### CHAPTER 5: COMMERCE AND INDUSTRY

The total value of goods imported into and retained in Kenya in 1948 amounted to £27,464,086 compared with £18,788,269 in 1947, an increase of £8,675,817 or 46 per cent.

The value of the imports cleared for home consumption in Kenya from the United Kingdom (not taking into account any re-exports there may have been) was £17,822,300 as compared with £9,014,989 in 1947, an increase of £8,807,311 or 97 per cent.

It is not the practice in this review to give detailed statistics relative to imports and exports as these will be found in the Annual Trade Report of Kenya and Uganda published by the Government Printer, Nairobi, but the following examples of major increases in 1948 may be of interest:—

Article	1947 Imports		1948 Imports	
	Value	£	Value	£
Machinery	..	1,404,681	3,618,111	
Cotton piece goods	..	2,728,115	3,541,531	
Motor vehicles and parts	..	1,630,793	3,140,912	
Paper and paper manufactures	..	517,335	614,529	
Fuel oil	..	148,918	572,256	

Exports of domestic produce from Kenya during 1948 continued to show a steady increase and goods to the value of £11,369,923 were exported as compared with £9,617,941 during 1947, an increase of £1,751,982 or 18 per cent. The principal items exported were coffee, hides and skins, sisal, sodium carbonate, tea, wattle bark and extract, pyrethrum, maize and gold, and in 1948 these items amounted to £8,045,124 out of the total given above.

Although a considerable proportion of the goods imported were capital goods required for development there are indications that some over-buying took place in regard to a limited number of ranges of consumer goods. Merchants are carrying heavier stocks and some goods are in such free supply that a buyers' market is beginning to operate.

The year was one of great commercial and industrial activity. Two hundred and eighty-nine companies were registered with a nominal capital of £12,433,266 as against 227 new companies registered in 1947 of which 206 had a nominal capital of £4,798,000. The nominal capital of companies registered in 1946 to 1948 inclusive is over £34,000,000.

Early in 1948 the Government appointed a Secretary for Commerce and Industry. This officer was formerly the Economic and Commercial Adviser. He has been assisted and advised by a fully representative Board of Commerce and Industry. At the beginning of 1949 the Secretary became Member for Commerce and Industry and a full member of the Executive Council.

It was possible during the year to effect a considerable relaxation in imports control. A wide range of goods are now allowed to be imported on open general licence from the United Kingdom, the colonies and the sterling dominions. Licences are issued freely on France, Holland, Denmark and Norway and on other countries in accordance with the policy laid down by His Majesty's Government. It is still necessary to exercise the strictest control of purchases from hard currency sources. The Government has adopted the principle that when goods are in free supply they should be suspended from the operation of the price control regulations. In this way it has been possible to allow normal commercial competition to operate in determining the price structure of a number of commodities during 1948..

## CHAPTER 6: PRODUCTION

### AGRICULTURE

The principal agricultural products of Kenya are: maize, wheat, barley, oats, sorghum, millets, beans, peas and other legumes, coffee, tea, sugar, pyrethrum, essential oils, groundnuts, sesame, copra, cotton, sisal and wattle.

All cereals are grown as farm crops whether by Europeans on estates of varying size or by Africans on peasant holdings. Maize is the only cereal which is grown to any extent by both Europeans and Africans, and this crop is met with under a very wide range of climatic conditions from sea level to over 7,000 ft. Wheat is a high altitude cereal grown mainly by European farmers but a small quantity is produced by Africans in suitable areas. Barley both for malting and feeding, and oats for milling and feeding are grown to a lesser extent by European farmers only, but apart from malting barley and milling oats these crops are largely retained on farms as stock-feed. Sorghums and millets are almost entirely grown by Africans as staple food crops, the type of millet varying with the different conditions of the Reserves. Apart from local exchange in good markets and occasional demands through food shortage in other areas, these last two cereals seldom reach any organized market.

Beans, peas and other legumes, such as grams, pigeon peas and cowpeas, are grown mainly by African peasants both for food and for sale as cash crops. A considerable export trade was being built up before 1939 in kidney beans of the Canadian Wonder and White Haricot types, but the greatly increased internal trade now leaves no surplus for export.

Coffee and tea are plantation crops which are grown both for home consumption and for export. Arabica coffee is grown almost entirely by Europeans both as individuals and in companies, each plantation operating its own pulping station; it is also grown on a small but increasing scale by African peasants in small plantations grouped round central publicly-owned pulping stations. By far the greater proportion of the coffee produced is exported. Tea planting is still entirely in the hands of Europeans, either individuals or companies, some of the latter being subsidiaries or associates of large companies with world-wide interests. There is a large export of tea but it is expected that an increasing proportion of the tea produced will be consumed locally as the internal demand, particularly on the part of the African, tends to increase.

Sugar cane is grown for commercial purposes in large plantations by a few European and Asian companies; each plantation has its own factory. Some cane is also grown by Asian farmers in an area serving a factory of one of the big companies. Most of the sugar produced is consumed in East Africa. Apart from this commercial production in plantations, sugar cane is widely grown by Africans for domestic consumption.

Pyrethrum is grown by European farmers, generally in conjunction with some form of mixed farming. There are also a few African growers. The product is almost entirely exported and is one of the most valuable individual exports.

Essential oils are produced by a few European farmers who have specialized in this line. The products are very valuable in limited quantities but over-production can cause marked fluctuations in price and no great expansion is looked for.

Groundnuts and sesame are grown entirely by Africans; the nuts and seed may be exported as such or purchased by local mills where the oil is expressed for both local consumption and export. The residual cake is used locally for stock feed. Most of the present production of these two crops is, however, consumed by the growers.

Copra is produced as an Arab or African plantation industry in the coastal belt and is all purchased by local mills; the resulting coconut oil is consumed locally.

Cotton is grown only by African peasant farmers who sell the seed cotton to central ginneries which are mainly Asian-owned. The ginner fibre is all exported; cotton seed may be exported or used locally for stock feed or for crushing.

Sisal is grown only as a plantation crop on a large scale by European companies. The fibre has been one of the most valuable individual exports from the Colony during the war years. A small quantity of fibre is used in a local factory which makes bags and string.

Wattle bark is produced mainly by African peasants but also to some extent by European farmers. The bark is sold to a few central factories, either European or Asian owned. Either the bark is pressed and exported in baled form, or wattle extract is prepared and exported as such.

#### *Production in 1948*

For yet another year, world shortage of cereals has made it necessary for Kenya to do its utmost to render East Africa self-supporting in staple foodstuffs. Cereal production has continued to be stimulated by the use of the Increased Production of Crops Ordinance under which prices for certain commodities and minimum returns per acre are guaranteed by the Government under certain conditions. No additions were made to the crops scheduled under the Ordinance, namely the four major cereals, maize, wheat, barley and oats, together with linseed. The guaranteed minimum return for the cereals remained at Sh. 45 per acre. Marketing continued to be organized under the system of crop controls set up during the war in both European and African areas. Coffee, sisal and pyrethrum were exported under contracts which provided the advantage of guaranteed prices to the growers. The organized marketing in native areas again provided guaranteed prices to growers for cereals, oil seeds and cotton.

The maize crop in European areas produced 719,459 bags\* from 108,060 acres, an average of 6.7 bags per acre, together with 74,813 bags of maize produced by squatters in European areas. Both production and acreage were lower than in the previous season and the average yield per acre dropped by half a bag to the level of two years ago. This was in spite of the fact that in the main producing districts of Nakuru and Trans Nzoia the average yields per acre were 9.0 and 7.2 bags respectively. The low average for the whole Colony is due mainly to the continued drop in fertility of those marginal areas which, but for the continued call for maximum production, should no

\* A bag is about 200 lb. unless otherwise defined.

longer be under the plough. Nyanza suffered adverse seasonal conditions and in consequence its surplus production dropped by nearly fifty per cent to 395,471 bags, the smallest for some years. Central Province, however, enjoyed an unusually favourable season and produced a surplus of 271,677 bags. Other areas produced a surplus of 46,608 bags.

The wheat crop was less satisfactory than in recent years, the average yield per acre for the Colony dropping by half a bag to 3.6 bags. The total production was 697,021 bags, a drop of fifteen per cent from the figure of the previous year. The unfavourable conditions are reflected in the fall in the average yield per acre in the Nakuru district from nearly five to less than four bags per acre. In Uasin Gishu, the other main producing area, the average yield was down to three bags per acre.

Fair yields of barley and oats were secured; 50,735 bags (of 180 lb.) of barley were reaped from 9,732 acres, 32,823 bags (of 150 lb.) of oats from 7,700 acres.

Nyanza's sorghum crop suffered in the same way as maize from long dry periods and less than 16,000 bags came on to the market as surplus to local requirements. On the other hand, the unusually favourable conditions in Central Province resulted in a surplus of 53,600 bags of millet which was sold to Produce Control.

The 1947/48 coffee season was very favourable, and the biggest crop since 1941/42 was picked. The total production amounted to 14,075 tons from 64,261 acres compared with 9,045 tons in the previous season. Of this total 6,016 tons were delivered to the Ministry of Food.

Tea production in 1948 amounted to 10,025,070 pounds, a decrease of twenty-four per cent from the previous year. The season was unfavourable, a long cold season following a prolonged drought, and the total production was the lowest for ten years.

There was a big reduction also in pyrethrum production, due both to disease and to anxiety about the future marketing prospects. Deliveries of dried flowers to the agency amounted to only 1,507 tons from 23,000 acres compared with 4,009 tons from 47,398 acres in 1947.

The oil seed industries continued to be depressed although groundnuts again showed slight signs of recovery. Produce Control bought 17,362 bags during 1948 compared with 16,400 bags in 1947. There was no sign of any recovery in sesame production which is now extremely small; only a thousand bags were bought by Produce Control.

Cotton production remained depressed owing to the continued emphasis on food production. Weather conditions in Nyanza were on the whole favourable to this crop but the total output of ginned cotton was the lowest for some years, amounting to only 4,860 bales compared with 5,148 bales in 1946/47. One-quarter of this production was from Coast Province.

As forecast last year there has been a further substantial increase in sugar production during 1948. From a total area of some 11,000 acres, the five factories produced 12,785 tons of refined sugar compared with 9,171 tons in 1947.

#### ANIMAL HUSBANDRY

Dairying continues to be the most important activity of the livestock industry, and although the total output of butter and cheese was lower than

in 1947, this was partly due to an increased demand for fresh milk in the larger urban centres. Butter is exported to the adjacent East African territories, and also to the Sudan, Belgian Congo and Rhodesia, while there is a substantial sale to ships.

The Kenya Co-operative Creameries produced 5,725,724 lb. of butter, 438,844 lb. of cheese and 86,137 lb. of ghee during the year ended 30th June, 1948, while African-owned dairies in the native areas produced a further 627,444 lb. of ghee. Further expansion of the dairy industry is foreshadowed by the proposal to erect new Co-operative Creameries at Nakuru and Kitale, in addition to those already in operation at Naivasha, Nanyuki, Thomson's Falls, Molo and Eldoret.

The Meat Marketing Board continued to be the sole buyer of slaughter stock and handled over 63,800 cattle and more than 150,000 sheep and goats. Although these figures are higher than those for 1947, the general shortage of meat continued and the average quality remained poor. Details of purchases by the Board are as follows, but these figures do not take into account the considerable internal consumption of meat by Africans within the Native areas, whose needs are not met by the Board.

	<i>Cattle</i>	<i>Sheep and Goats</i>	<i>Camels</i>
Purchases from Europeans	.. 22,768	.. 23,301	.. —
Purchases from Africans	.. 44,528	.. 127,722	.. 2,028

The average weight of slaughter cattle bought from Europeans was almost twice that of those drawn from the Native areas.

Production of pigs was lower than in 1947; expansion of the pig industry depends upon the ability of the Colony to grow cereals in excess of the requirements of the human population. The total number of pigs handled by the Pig Industry Board, which is the sole buyer of slaughter pigs, amounted to 19,806 baconers, 9,633 porkers and 2,093 larders.

There was a substantial rise in the quantity and the value of the hides and skins exported from the Colony, accompanied by an expansion of the local tanning industry. The standard of preparation of the raw hides and skins, most of which came from the native areas, still leaves room for improvement, and amendments to the existing legislation governing the industry were introduced. Hides exported in 1948 totalled 44,281 cwt. valued at £354,216; goat skins amounted to 18,705 cwt. valued at £445,585 and sheep skins to 7,932 cwt. valued at £117,850. Wool exports at 8,940 centals of 100 lb. showed a slight decrease, but the value was more than doubled and brought in £91,714. Local consumption of wool (3,761 centals valued at £48,025) also showed a marked increase.

The poultry industry is capable of meeting all internal demands, including military requirements and the shipping trade, but no accurate statistics are available. It offers a field for considerable development. The native areas are capable of a greatly increased output of eggs and dressed poultry such as to make an export trade possible.

The East African Veterinary Research Organization, under the East Africa High Commission, took over the production of the biological products hitherto prepared by the Kenya Veterinary Department, at their Kabete Laboratories.

While the rinderpest position remained satisfactory (659,885 head were inoculated), contagious bovine pleuro-pneumonia appeared in areas where the disease had been unknown for many years, and heavy mortality occurred in the infected herds. Trypanosomiasis continued to extract its toll, and despite the hopes engendered by the discovery of Antrycide it is evident that reclamation of tsetse-infected bush will still continue to be necessary. Foot-and-mouth disease was again widespread, and becomes of greater economic significance each year, as the value and productivity of cattle increases. Rabies continued to occur in the Nyanza Province.

The reproductive disorders of dairy stock, and in particular epididymitis and vaginitis, constitute a threat to the dairying industry. The situation was to some extent alleviated by the engagement of three veterinarians as Government assisted practitioners and by an increased use of artificial insemination in infected herds, but intensive research is still needed.

A Government subsidy on bulls imported from overseas was available during 1948; shipping conditions were easier, and the importation of calves by air was proved to be possible. Importations of pedigree stock amounted to 177 cattle, 36 horses, 69 sheep and 11 pigs.

Land for new African Veterinary Training Centres was set aside at Kisii and Meru.

A successful agricultural show was held in Nakuru, in September, 1948.

#### FORESTRY

The timber production of Kenya can be classified under the two main headings of soft and hard woods. The principal softwoods are *Podocarpus gracilier* and *Podocarpus milanjianus*, Cedar (*Juniperus Procera*) and Cypress (*Cupressus* sp.), the last-named being an exotic and produced from plantations. The main types of hardwoods are Olive (*Clea hochstetteri*), Mueri (*Pygeum africanum*), Mukao (*Dombeya mastersii*) and Camphor (*Ocotea usambarensis*).

The total of log timber cut from the forest in 1948 was 4,296,238 log cubic feet (Hoppus measure), of softwoods of which 63 per cent was Podo and 29 per cent was Cedar. The total amount of hardwoods supplied during the year was 906,489 log cubic feet (Hoppus measure), there being no outstanding amount of any one particular species.

The total production of fuel during the year was 23,013,861 stacked cubic feet, of which 14,932,031 was supplied to the Railway.

In addition to timber and fuel the following forest products were supplied:—

Poles other than mangrove	..	..	4,068,063	running feet.
Mangrove poles	..	..	1,178,417	number.
Bamboos	..	..	19,315,837	running feet.
Withies	..	..	51,355	headloads.
Plants	..	..	1,918,550	number.
Mangrove bark	..	..	262	tons.
Cedar bark shingles	..	..	175,801	number.
Fence posts	..	..	456,420	cubic feet.

The Forest Department is under the immediate charge of the Conservator of Forests. The forest estate is divided into six divisions, each of which is controlled by a Divisional Forest Officer who is responsible for all silvicultural exploitation and general management operations in his division, which is again subdivided into districts where a forester or assistant forester is responsible.

The majority of the log timber is marked and measured on a royalty basis per Hoppus cubic foot but a few of the millers have been placed on an output royalty basis. Practically all Kenya sawmills are members of the East Africa Timber Co-operative Society, Ltd., which is mainly a marketing organization, but which also owns a number of mills.

The Timber Control is still in operation as far as military orders and exports are concerned, and certain powers in this respect have now been delegated to the Conservator of Forests, who has been appointed Deputy Timber Controller for Kenya. These powers enable the Conservator to control the timber for export which must still be restricted owing to the continuing heavy local demand. This demand for Kenya timbers appears to be growing as the production in 1948 was 25 per cent higher than in 1947.

Pitsawing by Africans is allowed and encouraged by the Department in forests adjoining native reserves for the purpose of providing tribesmen with sawn timber necessary for the erection of houses, buildings, shops and for sale at local markets.

Forest development in plantations is still being maintained and increased—during the year a total of approximately 7,500 acres of all species were planted of which 6,000 acres were devoted to softwoods.

The total of logs, etc., extracted from the Department's plantations amounted to some—

311,315 log cubic feet (Hoppus measure) softwoods.  
39,013 log cubic feet (Hoppus measure) hardwoods.  
5,475,708 stacked cubic feet fuel.  
2,974,784 running feet of poles.  
27,537 headloads of withies.

and from the Coast banana-cum-mvuli plantations 15,293 bananas were collected and sold. This is a completely new venture, which shows promise of being successful.

#### *Exports of Forest Products*

Cedar pencil slats	..	..	..	..	172,394	cubic feet.
Softwoods	..	..	..	..	934,486	cubic feet.
Hardwoods	..	..	..	..	99,585	cubic feet.
Plywood	..	..	..	..	132,552	square feet.
Manufactured articles	..	..	..	..	£87,797	value.
Mangrove poles	..	..	..	..	309,620	number.
Mangrove bark	..	..	..	..	809	tons.
Other poles	..	..	..	..	15,810	running feet.
Charcoal	..	..	..	..	111	tons.

Total value of exports amounted to £509,970.

### FISHERIES

The fisheries of the Colony can be divided into four sections. The first consists of the high-altitude rivers including those stocked with trout. The trout rivers are the responsibility of an assistant fish warden in charge of 32 fish scouts assisted by 34 honorary fish wardens. Considerable progress was made during 1948 and the River Research and Development Centre was opened and has been visited by many scientists from overseas. An investigation into eel fishery was undertaken with valuable results.

Another section includes inland waters, lakes, dams, ponds, etc. There was activity over a wide field and an expert was engaged to manage a fish culture farm.

A third section consists of the Kenya waters of Lake Victoria. During 1948 the Lake Victoria Fishery Board and the Lake Victoria Fishery Service came into being. Work on Lake Victoria by the Fishery Control was concentrated on the enforcement of registration of fishermen, boats and net dealers, the collection of taxes and licence fees, and the suppression of the black market in nets and thefts of nets. The black market decreased considerably and thefts were reduced as a result of success in tracing thieves. The total revenue was Sh. 34,746.

Fish reaching the markets from the lake were of a value of £51,000. Nevertheless, over-fishing of the lake continues. An attempt made to interest native fishermen in the catching of mormyrus made little progress.

About 1,000 or two-thirds of the total of native fishermen joined themselves into five co-operative societies under the guidance of the Registrar of Co-operative Societies. This move has already considerably benefited fishermen, both in enabling them to buy nets cheaper and improving marketing arrangements, and it is hoped that the formation of these societies will help to regularize all aspects of the fishery.

The fourth section consists of the sea fisheries covering about 300 miles of coast line. These fisheries are of considerable potential value to the Colony, but development will depend on endeavours to get the fishermen to adopt more effective methods. A new fishery officer began work during 1948 both in the training of fishermen and in the examination of marketing and distribution. A small school has been started in Malindi and has been successful in developing improved understanding of fishing nets. Various plans have been discussed for the provision of a Fishery Investigation Station for coast fisheries on an interterritorial basis. A site has been made available with first-class facilities.

Generally speaking, climatic conditions favoured the fishing industry throughout the year. During the year a small book for the use of schools entitled "The Rivers and Lakes of Kenya" was prepared and issued.

### MINING

The principal mineral products of the Colony are, in order of value, soda ash, gold and kyanite. These are exported together with some processed diatomite, while other minerals won in Kenya, which include asbestos, feldspar, gypsum, limestone, magnesite and talc are used chiefly for local consumption.

Soda ash is manufactured by the Magadi Soda Co., Ltd., and the output of gold is derived chiefly from companies in Nyanza Province,

although a number of individuals are still operating in the goldfields. The production of the remaining minerals is largely produced by commercial companies.

The total value of minerals won in Kenya in 1948 is estimated at approximately £1,600,000 compared with a corresponding output of just under £1,000,000 in 1947. This increase is due principally to the greatly augmented production of soda ash from Lake Magadi. In the case of kyanite production has increased from 14,447 tons in 1947 to 15,600 tons in 1948, and Kenya is now understood to be the principal source of the world supply of this mineral.

The steady decline in gold output which has been so noticeable since 1940 has at last been arrested and it is estimated that the production for 1948 will show a small increase. The goldmining industry was, however, handicapped by greatly increased working costs in the face of the fixed price of the product.

#### *Mineral Production—1948*

		Amount	Value
Soda Ash ..	.. .. .. ..	121,250.089 Long Tons	£ 1,171,765
Gold (refined) ..	.. .. .. ..	23,000.00* Ozs.	200,000*
Kyanite ..	.. .. .. ..	15,600.00* Long Tons	67,500*
Salt ..	.. .. .. ..	16,546.684 Long Tons	65,465
Silver (refined) ..	.. .. .. ..	4,000.00* Ozs.	700*
Soapstone ..	.. .. .. ..	311.5 Long Tons	1,916*
Asbestos, Lime, Diatomite, Gypsum, Coral Limestone, Plaster of Paris, Clay and Kaolin, Mullite, Felspar, Magnetite, Talc, Pegmatite, Vermiculture ..	}		Figures not yet available

\*Estimated.

The following publications were made during the year:—

A Geological Reconnaissance of the Area West of Kitui Township (with coloured geological map) by J. J. Schoeman, B.Sc. (Eng.), Geologist (Report No. 14), 1948.

Geology of Northern Kenya. Part I: Geology and Morphology of Northern Kenya. Part II: The Jurassic Succession of North-east Kenya and the Juba River (with coloured map) by F. Dixey, O.B.E., B.Sc., F.G.S., M.Inst.M.M., Director of Colonial Geological Surveys (Report No. 15), 1948.

The Geological and Mineral Resources of Kenya by William Pulfrey, M.Sc., Ph.D., F.G.S., Assoc.Inst.M.M., Senior Geologist, Kenya Colony, 1948.

#### INDUSTRIAL PRODUCTION

While, so far, Kenya is still without the necessary locally produced prime movers to enable heavy industry to be established and local factories are dependent on electric current, wood or imported fuel, high priority is being given in the Geological Survey, to the cost of which the United Kingdom Government is contributing £116,000 from Colonial Development and Welfare funds, for the search for oil and coal. The survey, which had been delayed owing to the difficulty of recruiting the necessary geologists,

is now making progress, but was still handicapped by the shortage of the necessary specialists. Prospecting for coal in the Coast Province is being undertaken under licence by private enterprise.

The year 1948 saw preliminary arrangements completed for the establishment of a number of new industrial enterprises and the expansion of many of those already established. A number of factories were set up to support the building trade. Some expansion in the local canning industry took place and arrangements were in hand for the manufacture in Kenya of the necessary tin containers. The production of sisal bags in the Colony was considerably expanded to provide a valuable substitute for jute bags, which have hitherto been essential for the packing of Kenya produce and concerning the supply of which considerable anxiety was experienced during the year.

Arrangements are in hand for the extension of the manufacture of woollen blankets and textiles. An investigation is being made as to the possibilities of manufacturing cotton textiles at Kisumu. Plans are under consideration for the manufacture of cement. Considerable progress was made in light engineering, the production of plastics, the by-products of sisal, and metal office equipment and furniture. Two bakeries in Nairobi have installed the most modern automatic plant and have very greatly improved the local standard of bread. Considerable extensions to the flour mills are being carried out.

Some anxiety is felt concerning the future of the copra milling and soap-making industries which have depended largely on imported raw materials from Zanzibar. Recently a contract has been negotiated by that Government with the Ministry of Food which, by raising the price of copra to £53 15s. per ton will have the effect of raising internal prices in Kenya and Uganda very considerably and may make the local industries uneconomic in operation.

Negotiations have been opened with the Colonial Development Corporation for the sale of the East African Industrial Management Board's plants for the manufacture of pottery, caustic soda, industrial acids and edible oils. These activities were started as pilot plants by the Government-sponsored Board during the war and it is now hoped that they may be developed to the maximum on commercial lines. The oil-expressing and the building-board plants have already been disposed of by the Board by tender.

Legislation to provide for a measure of protection to local industries requiring large capital investment was enacted in Kenya and Tanganyika during 1948. Similar legislation was passed in Uganda in 1947. Applications for licences issued under these Ordinances are considered by the East African Industrial Council which is the licensing authority operating on an inter-territorial basis. So far the following manufactures have been made subject to this procedure:—

Cotton yarn, cotton piece goods, not including knitwear, cotton blankets.

Woollen yarn, woollen piece goods, not including knitwear, woollen blankets.

Glazed articles of pottery, glazed pipes, piping and tubing, glazed tubes, earthenware, glazed sanitary earthenware and stoneware.

Leather of all kinds, machine-made boots and shoes.

Soap. Acids of all kinds. Vegetable oils. Cement.

The following is a statement showing the principal products and how each main kind of productive activity is organized and whether it is for local consumption or for export or for both.

Sodium Carbonates .. ..	Factory .. .. ..	Home consumption and export.
Soap .. ..	Factory .. .. ..	
Footwear .. ..	Factory .. .. ..	Local consumption.
Ceramics .. ..	Raw material by mining companies —manufactured by craftsmen and factories.	
Wattle Extracts .. ..	Plantation and factories .. ..	Export.
Marmalades and Jams .. ..	Factory .. .. ..	Local consumption.
Cooking Oils .. ..	Factory .. .. ..	Local consumption and export.
Acids .. ..	Factory .. .. ..	
Confectionery .. ..	Factory .. .. ..	Local consumption.
Beer .. ..	Factory .. .. ..	
Blankets and Cloth .. ..	Factory .. .. ..	Local consumption and export.
Crockery .. ..	Factory .. .. ..	Export.
Canned Fruits, Meats and Vegetables .. ..	Factory .. .. ..	Local consumption and export.
Disinfectants and Insecticides .. ..	Factory .. .. ..	
Polishes and Waxes .. ..	Factory .. .. ..	
Furniture .. ..	Craftsmen .. .. ..	
Fruit Cordials, Minerals, etc. .. ..	Factory .. .. ..	Local consumption.
Breakfast Foods .. ..	Factory .. .. ..	
Aluminium Hollow-ware .. ..	Factory .. .. ..	Local consumption and export.
Building Materials .. ..	Factory .. .. ..	
Brushes and Brooms .. ..	Factory .. .. ..	Local consumption.
Caustic Soda .. ..	Factory .. .. ..	
Diatomite Products .. ..	Factory .. .. ..	Local consumption and export.
Fertilizers .. ..	Factory .. .. ..	Local consumption.
Vegetable Ghee .. ..	Factory .. .. ..	Local consumption and export.
Lime .. ..	Factory .. .. ..	
Light Engineering .. ..	Factory .. .. ..	
Machine-made Clothing .. ..	Factory .. .. ..	Local consumption.
Plastics .. ..	Factory .. .. ..	
Salt .. ..	Factory .. .. ..	
Soda Ash .. ..	Factory .. .. ..	Local consumption and export.
Sugar .. ..	Factory .. .. ..	Local consumption.
Sisal Bags .. ..	Factory .. .. ..	Local consumption and export.
Starch .. ..	Factory .. .. ..	Local consumption.
Sweets .. ..	Factory .. .. ..	Local consumption
Tanning .. ..	Factory .. .. ..	and export.
Veneers and Plywood ..	Factory .. .. ..	Local consumption.

### CO-OPERATION

The Co-operative Movement in Kenya has two facets: on the one hand are those societies brought into being by the initiative and foresight of the members, and on the other those which have arisen as a result of official encouragement and advice.

The spontaneous development of co-operative societies has been, in the past, mainly confined to the European farming community which has organized large-scale co-operatives to market agricultural produce and to supply the farmer with his farming requirements. These co-operatives have

for many years played an important part in the economic life of the country. The Kenya Co-operative Creameries started in 1925 and now has a membership of 1,353, with a turnover of £541,434. The Kenya Farmers' Association has a membership of 2,829 and turnover of £2,134,433. The Kenya Planters' Co-operative Union commenced operations in 1945 and has 574 members, a turnover of £1,718,360, and handles 74.5 per cent of the Kenya coffee crop.

On the consumer side the movement has not been so successful nor has it progressed so far. The Kenya Farmers' Association, although primarily a Producers' Co-operative, embarked on expansion of their store trading activities in 1947 and their audited accounts for the year ending 30th June, 1948, showed that on this side of their business they had suffered a net loss of £41,803. The East African Co-operative Trading Society, Ltd., is the only purely consumers' co-operative with European membership. It began in Mombasa in 1944, opened branches in Moshi and Arusha in the same year and in Nairobi in 1946. As a result of losses the Mombasa shop was closed in 1947 and the accounts for the year ending 31st March, 1948, showed that a net loss of £5,500 had been sustained on a turnover of £135,663. A re-organization of the Society has taken place during 1948 and the latest figures, which are still subject to audit, show that some profit is now being made at all branches.

A characteristic of the European societies is that they are organized on the Head Office—Branch Offices system with the area of operations of each society covering the entire Colony. Being so organized there has been no development of secondary societies.

Amongst the Asian Community consumers' stores have made some headway. There are three in Mombasa and four in Nairobi, with total membership of 3,895 and turnover of £102,524. Net profits have been small.

With regard to these societies of spontaneous growth the Registrar of Co-operative Societies confines himself to the routine recording of the affairs of the societies. They were registered under the 1931 Ordinance and are exempted from many of the provisions of the new Co-operative Societies Ordinance which was enacted in December, 1945, and which gives the Registrar greater powers of control over the affairs of societies.

Since the enactment of the new Ordinance, and the creation of a separate department of Government with field staff to assist in the formation of co-operative societies amongst the less advanced communities, the second facet of co-operative development has come into being. The Registrar's department has, since 1946, been active in introducing co-operative ideas to people whom it considers would benefit through co-operation but amongst whom the chances of spontaneous organization are small. Progress during the first two years was apparently slow but, nevertheless, the vigorous response evinced during 1948 demonstrated that the effort of the past two years had not been wasted.

The following table illustrates the growth of co-operation amongst Africans during the last three years.

<i>African Co-operative Societies</i>		1946		1947		1948
Number registered	..	..	9	..	64	..
Membership	..	..	2,515	..	5,828	..
Turnover	..	..	£16,395	..	£45,789	..
						£55,090

At the end of 1948 there were 141 societies with membership of 6,800 in the process of formation and undergoing the instruction necessary to qualify for registration.

Effort has been mainly concentrated on the encouragement of agricultural co-operative societies, as this type of society is capable of providing the greatest benefit in a country which is primarily one of peasant cultivators. Moreover the management and accounting of producer co-operatives is more simple than that of consumers or other urban types of co-operative, and it is in lack of experience in management and accounting that the main obstacle to the growth of co-operation amongst Kenya Africans lies. The Registrar has found that, if African co-operative societies are to succeed, his staff must undertake the training of secretaries and committee men in book-keeping and business management. The will to co-operate exists but the basic knowledge necessary to make a co-operative society work must be imparted. In consequence the rate of growth is limited by the time and staff available for instruction.

The stage has now been reached where the co-operative societies themselves are beginning to provide the finances necessary for their own supervision and to provide assistance and instruction to new recruits to the movement.

## CHAPTER 7: SOCIAL SERVICES

### EDUCATION

#### *Administration and General*

Three reports of major importance were published during 1948, the Report of the Committee on Educational Expenditure (European and Asian), a revised plan for African education and the Report of the Commission on Civil Services of Kenya, Tanganyika, Uganda and Zanzibar.

Steady progress was made in the development of education for all races, especially in the planning and construction of new buildings. Type plans have been prepared by the Public Works Department and are proving useful in reducing the interval between the authorization of finance and the completion of buildings. Much attention has been given to teacher-training. Supervision and inspection of schools has not been carried out as fully as is desirable but the staff available have been fully occupied with routine and matters arising from the reports already mentioned.

#### *European Education*

European education is divided into primary and secondary courses—the primary course extending over the first seven years of school life and the secondary leading up to School Certificate over an additional four years. A two-year course to the Higher School Certificate is also provided.

At the present time there are in the Colony nine Government primary and two Government secondary schools—both the secondary schools and five of the primary schools being boarding schools. During the year very little building allowed for under the development scheme has been completed. This, coupled with an unprecedented wave of immigration, has made the problem of accommodating children in Government schools one of great difficulty.

The enrolment in Kenya Government Schools in 1948 was 2,719 (primary 1,747, secondary 972): in January, 1949, it is expected to be 3,241, an increase of 19 per cent. This is due to the arrival of Services children, the families of people engaged in new business concerns and a large increase in the settler population. In addition 82 Kenya children between the ages of 5 and 7 are receiving tuition by means of the Tanganyika Correspondence Course. In the third term of the year parents of children from other territories had to be advised that there could be no further admission in 1949 until a policy had been determined by which the other East African territories would make a sufficient financial contribution to allow of considerable extensions of the present buildings. Additional boarding blocks at three schools, one new secondary boys' school, two new primary boarding schools and one new primary day school will, it is hoped, ease the situation during 1949.

During the war and post-war years an increasing number of Kenya students have gained satisfactory places in the Cambridge School Certificate Examination; in 1948 there were 72 boys and 32 girls in the post-certificate classes and 15 in all entered for the Higher School Certificate. This is the more important because Kenya boys and girls must compete in a wide field for their further education, which in general can only be obtained at present overseas. 32 boys and 30 girls began their training overseas in 1948. 13 boys secured places in universities in Great Britain, others entered the Royal Navy, the Royal Military Academy, Sandhurst, Faraday House, the B.T.H. Company, De Havillands, Technical Colleges at Huddersfield and Loughborough, the Oxford School of Architecture and institutions of further education in South Africa. 30 girls were distributed as follows:—

Universities	..	..	..	..	..	..	10
Nursing	..	..	..	..	..	..	8
Physical training	..	..	..	..	..	..	2
Farming	..	..	..	..	..	..	2
Physio and speech therapy	..	..	..	..	..	..	3
Secretarial training	..	..	..	..	..	..	4
Teacher-training	..	..	..	..	..	..	1

#### *Indian and Goan Education*

By the close of 1948 it had not yet been practicable to make any additions to the number of Indian schools; there were still 14 Government schools (two of which were exclusively for girls), 42 aided schools and approximately 10 small unaided schools. The majority are concentrated in Nairobi, Mombasa and Kisumu but there are a number of small Indian schools in the trading centres up-country. The number of children in Government schools had risen, however, by over 14 per cent and there were 8,927 boys and 3,052 girls on the registers. In Nairobi and Mombasa the increases were of the order of 25 per cent. The situation was perforce met by increasing the number of classes for whom part-time schooling only could be provided. The number on the rolls in non-Government schools was only slightly less than the number in Government schools; but accommodation difficulties here were less pressing.

Asian parents in the three towns, Nairobi, Mombasa and Kisumu are under legal obligation to educate their boys between the ages of 7 and 15; the education of girls has not yet been made compulsory. Tuition in the

lower classes of the primary schools is conducted in the vernaculars, Gujerati, Urdu, Hindu and Punjabi; in the seventh year and onwards the medium is English. Four large Government schools, including the two girls' schools and six aided schools, offered courses leading to the Cambridge School Certificate. There are at present no Higher School Certificate courses open to Indians in Kenya. The number on the rolls in the secondary classes in the last term of the year was 1,145 (942 boys and 203 girls)—very little more than 5 per cent.

Under the development plan, work continued during the year upon a new Government school for girls in Nairobi and two mixed schools up-country. Grants totalling £15,987 10s. were made to the managers of aided schools towards the cost of approved extensions to existing premises. The present plan includes two teacher-training centres, thirteen primary and three secondary schools, originally estimated to cost £612,500 and sums totalling £75,000 for capital grants to aided schools. These figures are likely to be increased in 1949.

Up to 1945, Indians in Kenya enjoyed what amounted to a system of universal primary education, with opportunities for secondary education for all those who in practice desired it. In the last three years, partly as a result of the stop placed upon school building by the war and partly because of the sharp post-war increase in the Indian population, the situation has deteriorated and it has now become clear that if the traditional primary education is to be provided for all Indian children of school age, the existing development plan will have to be extended so drastically as to present a serious call upon the resources of the Colony.

The tuition block of the new Men's Teacher Training Centre in Nairobi was completed; it will be taken into use in January, 1949. During 1948, a special course was held for teachers already in the service: these continued their normal teaching in the mornings, under supervision, and attended lectures in the afternoons. Seventeen succeeded in passing the examination at the close of the course. Three women teachers were also trained.

With an annual increase of about 3,000 in the number of children on the roll, it will be seen that the output of locally trained teachers is at present quite insufficient. It is hoped that the larger salaries which are now offered will induce a greater number of candidates to come forward.

For all forms of higher and technical education, Indian students in East Africa must still go overseas. Ten bursaries (five Indian and five Goan) were awarded in 1948, five to boys and five to girls. There are now twenty-four Indian and fifteen Goan bursars.

The Advisory Council met twice in the year: the most important subject discussed was the Report of the Glancy Committee on educational expenditure. The Council accepted the necessity for a 100 per cent increase in the rate of fees charged in schools but not the proposal that the same proportion of the national budget should be spent upon Asian as upon European children and pressed for more provision for technical and higher education for Indians in Kenya. It is intended to make some initial provision in the revised Development Plan which is to be submitted to the Government in 1949. The Council also reviewed the report on the Indian education system made by Mr. Ali Akbar Kazimi, who was seconded by the Govern-

ment of India in 1947 to examine the position and make recommendations. The Council gave their support to his proposals.

### *African Education*

The outstanding event of the year was the approval by the Advisory Council on African education of "A Ten-year Plan for the Development of African Education" and its acceptance by the Government in place of that included in the Development Committee's Report.

The secondary school course is divided into two sections: the first is of two years, Forms 1 and 2 or the seventh and eighth years of education and is given in junior secondary schools, five of which were opened under the Development Plan in 1948. At the end of the eighth year the Kenya African Preliminary Examination is taken and those who pass sufficiently well enter senior secondary schools which give a four-year course, Forms 3 to 6, for the School Certificate Examination. An intermediary examination, the Kenya African Secondary Examination is taken at Form 4.

Two schools, the Government African School, Machakos and the Consolata Catholic Mission, Nyeri, started Form 3 in 1948, and the Church Missionary Society, Maseno, started a Form 5 to lead to the School Certificate and entrance to Makerere. Most noteworthy, however, was the starting of a Form 3 for girls at the Kikuyu Girls' School of the Church of Scotland Mission. This is the first time that such a class has been started for girls and it is the intention that it will be transferred in 1950 to the new Alliance Girls' High School which is planned for building in 1949.

Good progress was made in teacher-training. The most highly qualified African teacher is the Makerere teacher. The Education Department itself trains African teachers of three lower grades T2, T3 and T4. At present there is only one centre for training T2 teachers, but in 1948 one new T3 centre was opened and five centres for T4 teachers. The number of centres now operating are:—

	<i>Government</i>	<i>Mission</i>	<i>Total</i>
T2 teachers	..	1	..
T3 teachers	..	4	7
T4 teachers	..	3	17
			20

A number of T2 and T3 teachers were also trained at the Jeanes School, Kabete, where the courses are restricted to men demobilized from the Forces. At the end of 1948 the Kabete Girls' Teacher Training Centre closed, to be replaced by two permanent provincial centres in Nyanza and the Central Province.

There were eighty Kenya students at Makerere in 1948, taking the following courses:—

Higher studies (first year)	..	..	..	29
Higher studies (second year)	..	..	..	20
Education	..	..	..	10
Medicine	..	..	..	7
Agriculture	..	..	..	Nil
Veterinary science	..	..	..	3
Special adults course	..	..	..	10
Fine arts	..	..	..	1

In 1948 forty-four students took the Makerere Entrance Examinations: of these twenty have been admitted to the higher studies courses and one to

the special adults course. Amongst those admitted to the higher studies course is a girl; the first time this has been achieved by a Kenya student.

Towards the end of the year, the Report of the Salaries Commission was approved by Legislative Council. This had the effect of increasing by some 20 per cent the estimated recurrent expenditure on the Development Plan. This is particularly serious for the Local Native Councils upon which falls the financial responsibility for primary education. Previously Councils had paid Government rates of pay, but the new rates are beyond the capacity of all but the richest. Each Council has introduced its own rates of pay for teachers, lower than the Government rates, but sufficiently high to increase considerably the cost of the Development Plan.

The rising cost of social services, particularly education, is an ever-present and serious problem. The division of responsibility between Central Government and the local authorities and how the cost is to be apportioned between the fee-paying parent and the tax-paying community, are both questions to which it is difficult to find an answer and the Government has appointed a committee under the Chairmanship of Archdeacon L. J. Beecher to examine the whole structure of expenditure on African education.

The number on the roll in African schools, Government aided and unaided exceeded 250,000 at the close of the year.

#### *Arab Education*

The event of the year was the foundation of the Mombasa Institute of Muslim Education, with the assistance of substantial contributions from Their Highnesses The Aga Khan and the Sultan of Zanzibar. It is proposed that a new secondary school for Arabs shall form part of this Institute. Half the places in the Institute will be open to Arabs. Provision is to be made for both technical and trade training.

#### *Finance*

The estimated recurrent expenditure by the European Department for 1948 as compared with 1947 is as follows:—

		1948	1947
		£	£
Administration and General	..	37,364	.. 34,079
European education	.. ..	213,358	.. 171,008
Indian and Goan education	..	146,812	.. 131,127
Arab education	.. ..	14,417	.. 13,053
African education	.. ..	215,748	.. 157,276
Special schemes	.. ..	13,244	.. 13,076
 Totals	.. ..	£640,943	.. £519,619

It must be borne in mind that these figures do not take account of capital expenditure nor of recurrent expenditure by other departments upon the Education Service, e.g. Public Works Department for maintenance of buildings and the Medical Department, or the annual cost of pensions to retired members of the staff.

## HEALTH

The table at the end of this section shows for the principal groups of diseases the number of in-patients treated and the number of deaths which occurred at Government hospitals, as well as the number of out-patients treated at Government hospitals and dispensaries.

A study of this table reveals that the group of epidemic, endemic and infectious diseases by far exceeds the other groups in numbers treated, both in-patients and out-patients, but it should be noted that the mortality rate of 31 per 1,000 is comparatively low when compared with that of other groups. The Affections of the Circulatory System group shows by far the lowest number of admissions to hospital, indicating that this condition is much less prevalent than those of other groups. This is fortunate as this group has the highest mortality rate—twice that of the next highest rate of 60 per 1,000 for affections of the respiratory system.

With regard to the occupations in which these groups of diseases mainly occur, it is impossible from the statistics available to draw any conclusions because the vast majority of in-patients and out-patients attending hospitals and dispensaries is from the African population of the native reserves who are practically all engaged in peasant farming.

It should be noted from the comparative tables given at the bottom of the schedule that the steady increase of in-patients still goes on from year to year, and that there is a remarkable increase of out-patients attending hospitals and dispensaries during 1948. These increases, both of in-patients and out-patients, in no way indicate that the various groups of diseases have become more prevalent; they are rather the outcome of the steadily growing popularity of medicine amongst the Africans.

The year 1948 was indeed remarkable in that no major epidemics occurred throughout the Colony. Malaria did not flare up again to any extent in areas where there had been epidemic spread in the past, small isolated foci of smallpox were easily controlled and gave no cause for anxiety. It was a "quiet" year generally with only very mildly sporadic cerebro-spinal meningitis and plague.

The provision for the treatment and prevention of disease in the way of medical assistance, nursing, hospitals, sanitary organizations, etc., apart from very small increases in hospital beds here and there, is no greater than that detailed in the report submitted by this department for the Kenya Colony Annual Report, 1947. In fact there has been a decrease in the numbers of medical officers, nursing sisters and, particularly, of health inspectors. That the department, so depleted in staff and very little better off in numbers of beds, has succeeded in dealing with the increase in the numbers of in-patients and out-patients, and such outbreaks of infectious diseases as did occur, without a breakdown is a great achievement brought about by sheer hard work on the part of doctors and nurses and health staff at a pace which it would be wrong to attempt to maintain. The need for recruitment of staff up to the establishment provided is, however, urgent.

The hope that the new African medical block of the Group Hospital, Nairobi, would be ready for occupation during the year was not fulfilled, though at the end of the year there was evidence that it would be opened early in 1949. Good progress in the building of the surgical block was

made during the year, but no start having been made on the operating theatre wing occupation cannot be expected for some time, possibly about another year.

Two outstanding events can be referred to as having taken place in connexion with medical matters in Kenya which are destined to shape future policy in certain directions. These events were the undertaking of two surveys, one by Dr. Ross Innes, Interterritorial Leprologist, to ascertain the incidence of leprosy in the Colony, and the other by a medical officer of the Medical Department to investigate the extent to which Africans in Kenya are reacting to infections of tuberculosis and the degree of resistance being built up to this disease. The former of these two surveys was completed before the end of the year, and resulted in a most valuable report and plan for measures to deal with the situation. It showed that the incidence of leprosy was higher around Lake Victoria than had been supposed, but was elsewhere not surprising. The survey of the incidence of tuberculosis is not yet completed.

GROUP DISEASES	In-patients	Out-patients	Total Cases	In-patient Deaths	Mortality per Thousand	
					In-patients	Total Cases
Epidemic, endemic and infectious diseases ..	69,112	306,904	376,016	2,155	31	5.7
Affections of the nervous system ..	5,207	65,678	70,885	299	57	4.2
Affections of the circulatory system ..	1,560	3,280	4,840	186	120	3.8
Affections of the respiratory system ..	23,148	181,093	204,241	1,330	60	6.5
Diseases of the digestive system ..	16,389	180,521	196,910	605	37	3.1
Affections of the skin and cellular tissues ..	22,008	126,406	148,414	73	3.3	0.5
General diseases not mentioned above ..	10,732	37,537	48,269	384	36	7.95
Affections produced by external causes ..	14,818	111,936	126,754	304	20	2.4
Others .. ..	31,253	60,822	92,075	418	13	4.5
<b>GRAND TOTAL ..</b>	<b>194,227</b>	<b>1,074,177</b>	<b>1,268,404</b>	<b>5,754</b>	<b>30</b>	<b>4.5</b>

COMPARISON OF YEAR 1948 WITH 1946 AND 1947

GRAND TOTALS	In-patients	Out-patients	Total Cases	In-patient Deaths	Mortality per Thousand	
					In-patients	Total Cases
1946 .. .. ..	130,267	752,592	882,862	4,110	31.5	4.6
1947 .. .. ..	160,345	811,053	971,398	4,467	28	4.6
1948 .. .. ..	194,227	1,074,177	1,268,404	5,754	30	4.5

INCREASES OF CASES TREATED DURING THE PAST THREE YEARS

1947 increase over 1946—In-patients 23%  
Out-patients 7.7% } Total 10%

1948 increase over 1947—In-patients 21%  
Out-patients 32% } Total 30.5%

1948 increase over 1946—In-patients 48%  
Out-patients 43% } Total 44%

## HOUSING

The housing shortage in municipalities, townships and in rural areas was still acute; for Europeans and Africans the shortage was not so severe as in former years, although still grave. For Asians the situation remained almost as bad as ever, with slight local relief at Kisumu, Nairobi and Mombasa.

Imported materials are still in short supply and costly, while the price of local building stone continued high and timber expensive and unseasoned. As a result building costs reached a high level and the prices of new and old buildings were uneconomic.

Experiments in new methods to combat these high prices are being tried and some success has been achieved by *pisé-de-terre* construction for large housing schemes. In addition, the East African Governments have under active consideration the formation of a Building and Housing Research Organization.

Some progress was made in the housing of Europeans in Nairobi, where 42 houses and five blocks of flats were built by the Municipality for the purpose of renting to the lower income group of Europeans. This scheme has proved such a success that it is now proposed to extend it by building a further seventy houses and three shops with flats above them. Elsewhere the situation, although slightly less acute than in 1947, was still unsatisfactory and Europeans were forced either to buy houses built by local contractors at very high prices or to live in boarding-houses or hotels. The Government has also played its part in the construction of housing for European Government servants, notably in Nairobi where 183 houses were built, the greater number of which were family dwellings in the Kileleshwa housing scheme and were constructed of *pisé-de-terre*. The housing shortage for Government European employees remains, however, and numbers are still forced to make their own arrangements for accommodation.

Although the Asian population has increased relatively far faster than the European, determined efforts have been made to meet the enhanced demand for new housing. In Kisumu a military transit camp has been converted into 66 quarters for Asians, while in Nairobi two extensive Government schemes are in the planning stage; one for the housing of Asian artisans and one for the higher income groups. In the latter, plots of varying dimensions will be sold for the purpose of building houses; in the former, it is proposed to erect small bachelor and married quarters for leasing at a low rental.

Great strides have and are being made in tackling the problem of housing the increasing number of Africans entering urban areas, both as employees and as individuals looking for employment.

### *Municipalities*

In Nairobi, in addition to the extensive municipal African housing schemes already in operation, three further schemes are under active consideration—

- (i) a scheme for accommodating 1,500 Africans, both married families and bachelors, under which it is proposed to construct the housing in non-traditional style from sectional buildings;

(ii) a scheme, which it has been decided to implement, for African-built housing for families and bachelors, designed to accommodate 6,000 Africans.

In Mombasa two African housing projects are nearing completion: one, at Port Tudor, consisting of 352 flats, a school, village hall and shops, and the other is for municipal African staff. The cost of the former is estimated at £167,000. This is being found from the Housing Fund, half as a free grant and half as a loan. The latter involves expenditure amounting to £58,000 to be found one-half from the resources of the Municipal Board, one-quarter as a free grant from the Housing Fund and one-quarter as a loan from the same source.

In Kisumu a scheme still in the planning stage envisaged the building of 135 houses. In Kitale there was a project to replace the temporary housing in the African location by permanent housing constructed of locally made bricks. A start was expected to be made on these buildings about the middle of 1949.

Housing for 700 Africans, built of *pisé-de-terre*, has been completed at Nakuru and all the houses have been occupied.

#### Rural Areas

In rural areas the problem of housing is less acute, although the African employee, who is rapidly outgrowing the old mud and wattle standard, looks to the district council to provide him with more and more permanent housing. Considerable strides have been made recently in the construction of permanent housing for their labour by district councils. This housing is mainly for road gangs and is built in accordance with directions issued from time to time by the Labour Department with materials best suited to the locality. Funds for the purpose are derived from an annual grant of £8,000, first voted in 1947, to be allocated to the seven district councils at the discretion of the Commissioner for Local Government in accordance with each council's ability to carry out the work.

The Government, as a step towards meeting the problem of housing its African employees, has circularized all departments regarding minimum standards of housing and has authorized the post of an extra Labour Officer to inspect and report on Government African housing. This has already resulted in recommendations, and improvements in Public Works Department housing throughout the Colony have been effected. The Labour Department, with assistance from the Town Planning Adviser and the Public Works Department, has provided a set of model plans and layouts, which are available to employers of labour. Memoranda on the construction of rural housing have been produced and these have resulted in improved models of this type of housing. Efforts have been made and are being made to solve the problem of mobile housing. This is of great importance to the Railway Administration, the Public Works Department and district councils.

The East African Railways and Harbours Administration, as an employer, takes the lead in the housing of its employees and has continued to improve and expand its estates. The Government also, in a number of stations and towns, has built estates of family dwellings of high standard.

There is still, however, a grave shortage of housing for Government servants and much leeway to be made up.

The number of dwellings built in 1948 in municipalities in the Colony is shown in the following table:—

NEW DOMESTIC DWELLINGS IN MUNICIPALITIES, 1948

	LOCAL AUTHORITY			GOVERNMENT			OTHER AGENCIES			Total
	Euro-pean	Asian	African	Euro-pean	Asian	African	Euro-pean	Asian	African	
Nairobi ..	51	—	—	183	57	1,042	258	411	—	2,002
Mombasa ..	14	—	80	11	—	—	25	103	45	278
Kisumu ..	—	—	18	3	4	17	2	6	9	59
Nakuru ..	1	17	324	6	—	—	28	15	10	401
Eldoret ..	—	—	106	—	2	7	13	6	71	205
Kitale ..	—	—	—	2	2	—	10	16	—	30
Total ..	66	17	528	205	65	1,066	336	557	135	2,975

### SOCIAL WELFARE

#### *The Promotion of Community Life*

##### *Headquarters*

There is no separate Welfare Department in Kenya, the Commissioner for Social Welfare being on the staff of the Chief Native Commissioner; the organization is therefore a branch of the Administration. The Chief Native Commissioner is Chairman of the African Affairs Committee on which Committee, among others, are found representatives of various Government departments, the Provincial Commissioners, the Information Officer, the Registrar of the Co-operative Societies and the African Members of Legislative Council. The Commissioner for Social Welfare is also a member and hence can plan the policy of welfare in close co-operation with the Information Officer following the general lines of policy decided upon by this representative Committee. Welfare work performed by this organization divides itself into two main divisions: rural community development work and remedial welfare, i.e. individual casework, etc. The Commissioner for Social Welfare deals with both aspects of the work.

##### *Community Development*

This work has been variously described as mass education, fundamental education or community development, but the latter would appear to be the most descriptive of the work in Kenya. The objective has been that set out in one of the 1948 Cambridge Summer School Reports—Report VI “Organization”. In this Report community development is described as—

“a movement designed to promote better living for the whole community, with the active participation and, if possible, on the initiative of the community, but if this initiative is not forthcoming spontaneously it should be aroused and stimulated by special techniques designed to secure the active and enthusiastic response of the community. Mass education embraces all forms of betterment. It includes the whole range of community development activities in the districts, whether these are undertaken by Government or unofficial bodies; in the field of agriculture by securing the adoption of better methods of soil conservation, better methods of farming and better care of livestock; in the field

of health by promoting better sanitation and water supplies, proper measures of hygiene and infant and maternity welfare; and in the field of education by spreading literacy and adult education as well as by the extension and improvement of schools for children. Mass education must make use of the co-operative movement and must be put into effect in the closest association with local government bodies. Although it obviously covers the sum total of the community development activities of the Government in the districts, we feel that there is danger in the idea that it is merely an intensification of present work. Such an intensification is certainly necessary, but is not enough by itself. There must be introduced into our present plans a new and vital factor aimed wherever necessary at stimulating the initiative of the community so that its active participation in all schemes for community betterment will be secured. This additional and vitally important factor is the enthusiasm of the people, which must either be stimulated or guided into fruitful channels by techniques which have been evolved for the purpose. These techniques must be supplied by trained persons, but can be applied by officers working in the field in close co-operation with such experts."

This section of the Kenya Welfare Organization must, therefore, produce staff, both African and European, having these techniques, and put this staff into the field where it must then work in close co-operation with all other Government departments, missions and other bodies or persons who come into contact with the African community. With their co-operation the welfare staff must strive to awaken the interest of the community so that they will, of themselves, undertake work for their own betterment while at the same time there must be introduced into the community interests which will create more colour, vigour and life. There are three sections of this side of the work—training, field work, rural industries.

### *Training*

In June, 1946, the Director of Ex-servicemen's training took back from the Army the old Jeanes School and began a series of courses designed to train African ex-servicemen to fill unknown vacancies in the Government service. Later additional courses, not necessarily directed towards filling Government vacancies, were added when the need for them became apparent. Special attention has always been given to the creation of an *esprit de corps* not only within the school but for the service as a whole. Students have become increasingly aware of the fact that whether they be agricultural instructors, teachers or health assistants they are of one service with a common objective of improving the general life of the community. When men were accepted for training as traders, bakers, clerks and the like it was impressed on them also that they were servants of the community and had responsibilities. The school has become a community itself; the adult students both married and single, the wives and the children of those on the longer courses all see something of the others' training. Within the school are two Churches, Protestant and Roman Catholic, a farm following a crop rotation as recommended by the Agricultural Department, a boarding school-cum-day-school used as a practice school by the teachers in training, a co-operative shop run by the Jeanes School Co-operative

Society, an employees' canteen and a number of students' societies and clubs. The following figures will be of interest and show how 1948 was the peak year as regards ex-servicemen's training:—

OUTPUT OF STUDENTS	1946	1947	1948	Estimate for 1949	Total
Social Welfare Workers .. ..	22	23	21	—	66
Probation Assistants .. ..	2	3	4	—	9
British Legion Assistants .. ..	2	2	—	—	4
General Traders .. ..	2	27	36	—	65
Elementary Teachers (T4) .. ..	—	—	6	3	9
Lower Primary Teachers (T3) .. ..	—	31	47	73	151
Primary Teachers (T2) .. ..	—	—	13	28	41
Agricultural Instructors .. ..	—	24	48	—	72
Health and Hygiene Assistants .. ..	—	10	—	—	10
Clerks .. .. ..	6	42	52	70	170
Bakers .. .. ..	—	—	10	24	34
Court Prosecutors .. .. ..	—	—	4	—	4
Surveyors .. .. ..	—	—	—	6	6
Market Assistants .. .. ..	—	—	1	2	3
Army Teachers .. .. ..	—	73	—	—	73
Census Supervisors .. .. ..	—	—	70	—	70
To Makerere .. .. ..	—	—	5	—	5
<b>Total ..</b>	<b>34</b>	<b>235</b>	<b>317</b>	<b>206</b>	<b>792</b>

### *Wives*

Number of wives who received instruction during the year .. 94

### *Children*

Number of children in the Children's School in December, 1948 .. 135

### *Special Courses—Not necessarily Ex-servicemen*

A ten-days' course for the European Welfare Officers of the East African Railways and Harbours.

A course for seventeen African Courts Registrars.

A course for twenty-one Chiefs.

### *Field Work*

There are seven European District Welfare Officers and thirty-eight trained African Welfare Workers working within the Government Welfare Organization and thirty-six halls in use. Local Native Councils, helped by funds from Central Government, have erected the welfare halls. The Government makes a building grant towards each permanent hall of £150, an equipment grant of £50 and a £10 grant towards the first year's upkeep; in practically every case the Local Native Council concerned has contributed a greater sum. After the first year it is left to the Local Native Council and local community to meet expenses. Each hall has an African welfare worker in charge and he is engaged on community development work in the area served by the hall and is paid by the Local Native Council, having been trained by the Government. Halls generally have a wireless, a film strip projector, a small library, daily papers and magazines, indoor games equipment and a football and athletic ground. The mobile cinema pays periodic visits. Talks and discussions are arranged, local Government officers, both European and African, missionaries and other interested persons coming

forward and giving their help. Visits to neighbouring places of interest are sometimes arranged while demonstrations illustrating better farming methods, improved hygiene, etc., can be arranged at the hall itself. Adult literacy and English classes are given by the welfare worker and many centres have started spinning and weaving and sewing classes for the women. No attempt has been made to standardize the pattern of work in these welfare halls. All are aware that the activities must aim at being self-supporting; some centres charge no subscriptions but rely on raising funds by shows and sports meetings and the like; others ask a very small subscription per month; yet others have the hall itself and its amenities open and free to all but have groups of persons interested in particular subjects who pay a subscription to that group. In practically every case the Local Native Council gives a yearly grant to each centre to help meet its running expenses. This is essential to start with but there is the obvious danger that if this assistance is too generous or is given unconditionally the time will come when the people regard the hall and the services it provides as yet another free gift from above which demands no service from the individual. But "Service" must be the motto and district welfare officers and African welfare workers are left to work out for themselves how best this desire for community betterment can be stimulated under the local circumstances prevailing.

### *Rural Industries*

The main activity is spinning and weaving and there are three main centres at Nairobi, Kericho and Kisumu. At each of these three centres local women are accepted for training with the idea of their eventually purchasing spinning wheels and looms and carrying on the work as a home-craft. At each centre a certain number of men and women are given paid employment, the product of their work being sold and the money going to general revenue. Kericho specializes in training women to become teachers in spinning and weaving at the rural community centres. Interest has increased during the year and good prices have been obtained for the woven articles. Local Native Councils are taking an increased interest and several have given donations to the community development centres so that classes may be started.

The African Industrial Show held in Nairobi in October provided a remarkable display of African industries and indicated that high standards can be reached. There were two other provincial shows during the year where the products of the centres were displayed and in each case great interest was shown by the public. During the year the possibilities were explored of improving the carving and pottery trades and particular interest was displayed by the Tourist Travel Association in this connexion, the more established industries such as brick-making in the Central and Nyanza Provinces, village carpentry, masonry and smithy work all appeared to be in a thriving condition.

### *The Relief of the Destitute and Disabled*

Individual casework increased during the year. The majority of applications are received through officers of other Government departments or voluntary societies, very few having been received direct from distressed individuals. It is estimated that more than 30 per cent of the applicants require prolonged assistance. Domestic difficulties consequent on demobilization have been less obvious than in the previous year. It is hoped that the new

Immigration Ordinance which came into force in August will result in a reduction in distress amongst newcomers. Procedure in dealing with cases is to use the practical and financial resources of voluntary organizations as far as possible. The most frequent difficulties have related to the finding of suitable accommodation for aged Europeans and infants of mixed parentage.

A committee to consider legislation relating to children and young persons has been in session since June, 1948. A committee whose terms of reference relate to remedial social welfare amongst Europeans and Asians has been set up.

#### Case Work Statistics

	European	African	Asian	Total
1. Payments from Government Destitute Persons' Fund* .. ..	27	23	1	51
2. Payments from Government Destitute Persons' Fund but supplemented by Voluntary Organizations .. ..	17	4	1	22
3. Assistance from voluntary organizations only .. ..	19	3	6	28
4. Total number of cases of assistance .. ..	63	30	8	101
5. Unsuccessful applications .. ..	5	—	—	5
6. Assistance other than financial .. ..	75	20	14	109
7. Total number of applications .. ..	143	50	22	215

\*This fund was £5,000 in 1948

	European	African	Asian	Total
1. Persons in need of shelter .. ..	34	20	—	54
2. Persons in need of employment .. ..	21	5	—	26
3. Aged or infirm persons .. ..	33	3	1	37
4. Physically or mentally defective persons .. ..	8	1	2	11
5. Cases involving welfare of children .. ..	37	18	12	67
6. Children whose welfare was involved .. ..	72	69	23	164
7. Persons in need of assistance within one year of immigration .. ..	6	3	—	9
8. Persons other than of the main racial groups in need of general assistance .. ..	—	—	—	37

#### CHAPTER 8: LEGISLATION

During the year 1948 ninety-five Ordinances were passed. A summary of the more important of these is given below.

No. 3. *The Seeds Ordinance*.—This Ordinance provides for the improvement of the standard of the internal seed supplies of the Colony, protects seed buyers from being supplied with seed of unknown origin and quality and seeks to build up a reputable export trade of seeds, which experience has shown can be satisfactorily produced in the Colony. A number of the provisions of the measure are based on the United Kingdom Seeds Act, 1920.

No. 7. *The Immigration (Control) Ordinance*.—The Immigration Restriction Ordinance (Chapter 62 of the Revised Edition, 1926) was considered unsatisfactory for the reason that it did not enable immigration into the Colony to be properly regulated. It was also considered that unless a

greater measure of control was introduced a large number of persons already resident in the Colony would find themselves out of employment owing to the influx of new immigrants. This measure makes it necessary for persons desiring to enter the Colony to apply for a permit to do so. There are various classes of permits and these embrace permanent residents, persons intending to engage in agriculture, mining, trade, manufacture or who are members of professions or who have accepted employment in the Colony. The Ordinance also provides for prohibiting certain people, such as destitute persons, persons suffering from mental disease, prostitutes and persons who in consequence of information received from a reliable source are deemed by the Principal Immigration Officer, whose decision must be confirmed by the Governor in Council, to be undesirable immigrants from entering the Colony. The Governor has power to deport a prohibited immigrant. A national of a state that was at war with His Majesty at any time during the years 1939 to 1947 and which has not since then become a member of the United Nations may not enter the Colony without a permit from the authorities.

No. 11. *The Native Authority (Amendment) Ordinance*.—Paragraph (i) of section 8 of the Native Ordinance, 1937, conferred powers upon a headman to prohibit natives from holding or attending any meeting or assembly within the local limits of his jurisdiction which, in his opinion, might tend to be subversive of peace and good order. During a debate in the Legislative Council the Government undertook to ensure that the powers conferred by that paragraph would not continue to be exercised and that an early opportunity would be taken to repeal the provision. The Native Authority (Amendment) Ordinance, 1948, gives effect to that undertaking.

No. 12. *The Emergency Powers Ordinance*.—This measure enables the Governor in Council, if at any time it appears to him that any action has been taken or is immediately threatened by any person or body of persons of such a nature as to be calculated, by interfering, *inter alia*, with the supply and distribution of food, water, fuel or light, to deprive the community, or any substantial portion of the community, of the essentials of life, to declare, by proclamation, a state of emergency. Any such proclamation is required to be communicated, as soon as may be, to the Legislative Council. Section 3 enables the Governor in Council, when a state of emergency has been declared, to make regulations for securing the essentials of life to the community and for the preservation of peace and good order. Such regulations are to be laid before the Legislative Council as soon as may be after they are made, and shall not continue in force after the expiration of seven days from the time that they are so laid unless a resolution is passed by the Council providing for their continuance.

No. 16. *The Radio-active Minerals Ordinance*.—This measure regulates and controls prospecting for, and the mining and export of, radio-active minerals. The measure is based on the law in force in other parts of the Colonial Empire.

No. 18. *The Hide and Skin Trade Ordinance*.—This Ordinance controls and organizes the hides and skins industry in the Colony with a view to the improvement of the present quality of Kenya hide and skin products and to the achievement of uniformity with the other East African territories who already have legislation controlling the industry.

No. 22. *The Aerodromes (Control of Obstructions) Ordinance*.—This measure provides for the control and removal of obstructions on land adjacent to, and in the vicinity of, aerodromes. Section 9 of the Ordinance provides for disputes regarding the quantum of compensation to be paid to be determined by a Compensation Tribunal presided over by a Chairman who holds, or who has held, judicial office. With the exception of this section, the Ordinance closely follows a similar law in force in Uganda.

No. 26. *The Industrial Licensing Ordinance*.—It was generally accepted in the East African territories that in order to encourage existing, and foster new, industries, some measure of control, on an East African basis, was not only desirable but necessary. That being so, the Governments of Kenya, Tanganyika and Uganda, after consultation with the East African Industrial Council decided to introduce legislation for that purpose. Section 3 provides that from and after the coming into operation of the Ordinance, no person shall (a) manufacture for sale any article to which the provisions of the section apply, or (b) erect or otherwise establish, or operate any factory for the manufacture for sale of any such article, except under and in accordance with the conditions of a licence granted in that behalf by the Registrar. The Registrar is defined in section 2 as the Registrar General or such other person as the Governor may appoint for the purpose of the Ordinance. Section 4 provides the method by which applications for a licence shall be made. Section 6 makes provision enabling any person who claims that he is liable to be injuriously affected by the granting of any application for a licence within fourteen days from the date of the last publication to lodge an objection to the granting of such application to the Registrar. Section 7 provides that the Registrar shall upon receiving an application for a licence from any person who is operating or manufacturing for sale any article grant a licence to such person, and section 8 makes provision for the transmission to the East African Industrial Council of applications for licences and all objections thereto. Section 9 provides that the East African Industrial Council shall hold an inquiry into applications for licences and objections thereto, and section 10 sets out the grounds upon which the East African Industrial Council may refuse a licence. Section 12 provides that if, in the opinion of the East African Industrial Council, a licensee has failed to comply with any condition attached to his licence, the Registrar may be directed to call upon the licensee to show cause why his licence should not be cancelled. Section 14 enables any person who is aggrieved by a decision of the Council to appeal to the Industrial Licensing Appeal Tribunal, provision for the establishment of which is made in section 13.

No. 27. *The Control of Hotels Ordinance*.—The Defence (Control of Hotels) Regulations, 1943, which are still in force, enable a certain degree of control to be exercised over the carrying on of hotels in the Colony. But, owing to the large influx of persons into the Colony and the shortage of accommodation, the standard adopted in certain hotels was not regarded as satisfactory. The Municipal Council of Nairobi and the Nairobi Chamber of Commerce urged the Government to enact legislation to give a greater measure of control and the Government, after consultation with various bodies, being satisfied of the necessity, introduced into the Legislative Council the necessary legislation. The Ordinance will be in force till the 30th June, 1949, but the Governor is enabled, with the approval of the Legislative Council, to prolong its life beyond that date.

No. 33. *The Trade Unions and Trade Disputes (Amendment) Ordinance*.—This Ordinance amends the Trade Unions and Trade Disputes Ordinance, 1943. Among other things it clarifies the position regarding applications for registration and enlarges the scope of the penalties for failure to apply for registration within the period laid down. Section 3 enlarges the powers of the Registrar to refuse registration, and section 4 enlarges his powers to cancel registration. Two new sections are added to the principal Ordinance which enable the Registrar to call for accounts and to inspect such accounts and other documents.

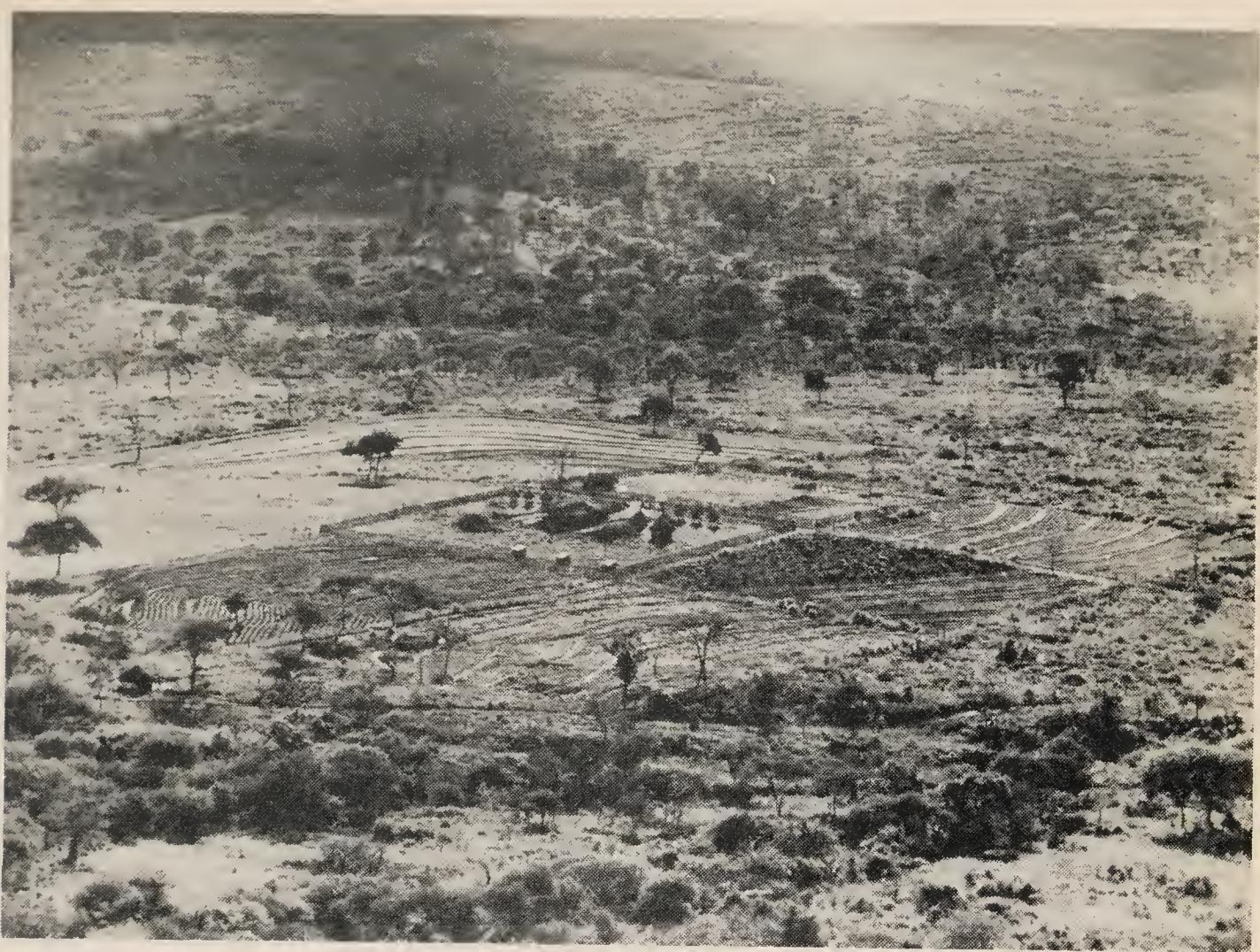
No. 37. *The Legislative Council (Amendment) Ordinance*.—This Ordinance temporarily amends the principal Ordinance (No. 26 of 1935) by altering the system of Indian representation in the Central and Eastern Areas. It provides for separate Muslim and non-Muslim representation and also makes certain other consequential amendments. It also alters the boundaries of certain electoral areas.

No. 38. *The European Agricultural Settlement Ordinance*.—This measure gives general effect to the policy, already approved, for European agricultural settlement in the Highlands. Section 3 enables the Governor, after consultation with the European Elected Members of the Legislative Council, by notice in the Gazette, to appoint a European Agricultural Settlement Board consisting of a Chairman and such other persons as the Governor may appoint, and section 4 sets out the duties of the Board, which are, *inter alia*, to advise on settlement schemes and the development and improvement of land acquired for that purpose. Section 5 establishes a European Agricultural Settlement Fund which shall, subject to any special directions of the Governor in Council, be under the control of the Member for Agriculture. The Fund will consist of moneys allocated by the Legislative Council for the purpose, rentals, interest on rentals, payment of advances and moneys derived from the sale of any land acquired by the Member for the purpose of any approved settlement scheme. Section 6 confers power on the Member to utilize the Fund for the purchase of land for any approved settlement scheme; for carrying on the business of field and animal husbandry or of establishing permanent improvements on any land acquired or on any Crown land placed at his disposal by the Governor for the purposes of the measure and for a number of other purposes. Section 7 makes moneys advanced to an assisted owner a first charge upon the interest of such owner in the land in respect of which the advance is made; and section 8 enables the Member or any person duly authorized by him, in writing, where any advance has been made and secured upon any land to exercise all the remedies for the recovery of such advances as the Land and Agricultural Bank is empowered to exercise. Section 9 makes it an offence for any person to apply any part of an advance made to any purpose other than the purpose for which the advance is made, and section 10 exempts an advance so made from attachment in execution of any judgment or decree of any court. Section 12 enables the Governor, notwithstanding the provisions of the Crown Lands Ordinance and the Registration of Titles Ordinance, for the purpose of giving effect to any approved settlement scheme, to grant leases of Crown land in the Highlands to any European for the life of such European, or for a term of years, upon such conditions as may be prescribed.

*No. 42. The Control of Life Assurance Business with Natives (Amendment) Ordinance.*—Section 2 of this measure amends section 2 of the principal Ordinance (No. 6 of 1945) in order to enable the Governor to withdraw his approval from any person authorized to effect life assurance business with Africans. This provision was considered desirable to meet any case where such business was not being carried out satisfactorily. It also provides that any guarantee given by any approved person, the approval of whom is withdrawn, shall continue until all liabilities of that person under the guarantee are extinguished. The amending Ordinance enables certain Africans to be exempted from the provisions of the principal Ordinance.

*No. 44. The Probation of Offenders (Amendment) Ordinance.*—Under section 3 (1) of the principal Ordinance (No. 29 of 1945) any subordinate court could, under certain circumstances, make probation orders against any person charged with an offence before it. Section 2 of this measure amends the above-mentioned sub-section in order to enable subordinate courts to require an offender to enter into a recognizance, with or without sureties. The recognizance may be forfeited to His Majesty should the offender commit a breach of the conditions of the probation order made against him. Section 3 substitutes a new sub-section (2) in section 6 of the principal Ordinance in order to enable a summons or warrant to be issued against a probationer who has committed an offence subsequent to the issue of the probation order requiring him to come before any court and not necessarily the court which made the probation order. It also enables any court to accept any probation order purporting to bear the signature of the judge or magistrate who made it, as genuine, unless the contrary is proved. And section 4 amends section 7 (3) (a) by providing that should any sum become forfeited by the probationer, to His Majesty, under any recognizance, he may not, in addition, be fined for a breach of the probation order.

*No. 55. The Penal Code (Amendment, No. 2) Ordinance.*—Section 2 of this measure amends paragraph (a) of section 47 by making it an offence to seduce any person serving in the military forces of the Colony or any member of the police force from either his duty or his allegiance to His Majesty. Before this amendment it was an offence only if such a person was seduced both from his duty and his allegiance. Section 3 repeals and replaces section 91 of the principal Ordinance by widening its scope. This amendment is considered necessary in view of the fact that certain sanctions contained in the Employment Ordinance, 1938, have been removed. Section 4 adds a new section, 174A, making it an offence for any person to take part in the organization, management or conduct of a "Pool", which is defined as "any invitation to the public to foretell the result of any game, race or event, which the Governor in Council has declared, by notice in the Gazette, to be a Pool for the purposes of this section". Section 5 amends section 203 of the Code. Section 202 of the Code provides that, where a homicide is committed in the heat of passion caused by sudden provocation, as defined in section 203, the accused is guilty of manslaughter and not murder. In section 203 provocation is defined as a wrongful act or insult of such a kind as to deprive an ordinary person of self-control and induce him to assault the person offering the provocation. The effect of a decision of the Court of Appeal for Eastern Africa is to interpret this provision in such a way that if an ordinary person would have been induced by the provocation to commit



Makueni Land Utilization and Settlement Scheme; a view of the demonstration farm.



Commissioner for the Government of India presents his credentials to the Governor, August, 1948.



The Tea Industry, Kericho District; a plucker at work.



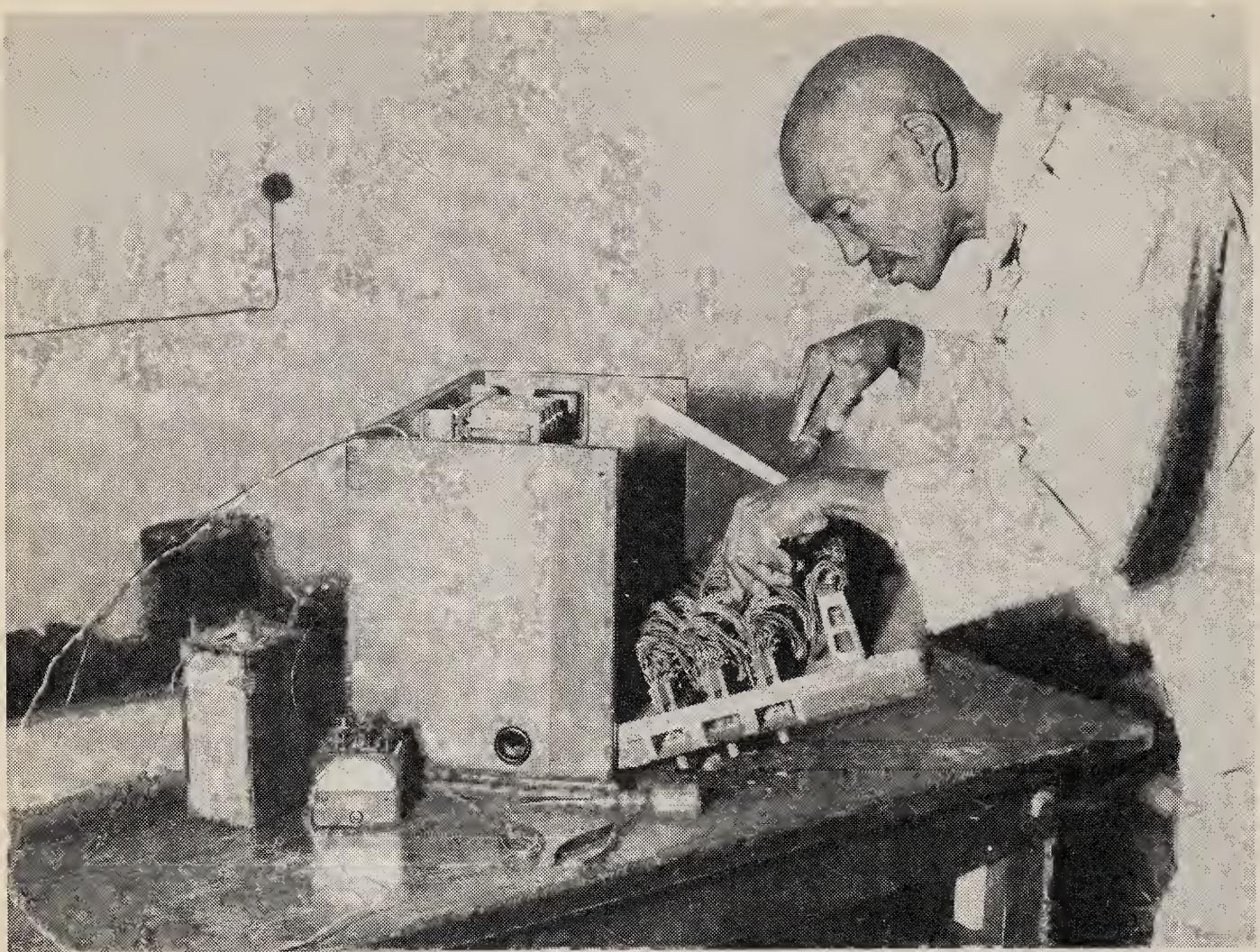
Tuberculin Testing at Kisasi, Kitui District.



Gertrude's Garden Children's Hospital, Nairobi; erected by Colonel E. S. Grogan (who is seen with some of the patients) as a memorial to his wife.



Hounds of the Molo Hunt parade in the main ring at the Agricultural Show, Nakuru, 1948.



M'nyambo—40 years a postal employee—starting work as a mail runner he worked his way up in the service to become an instructor in the Posts and Telegraphs Engineering School.



*Pisé de terre* housing.

even a mild assault the offence would be reduced to manslaughter, not with-standing that the assault actually committed and causing death, may have been of a savage and brutal description out of all proportion to the nature of the provocation offered. This amendment brings the law here into line with that pertaining in the United Kingdom.

No. 59. *The Stock and Produce Theft (Levy of Fines) (Amendment) Ordinance.*—Under the provisions of section 3 of the Stock and Produce Theft (Levy of Fines) Ordinance, 1933, provision was made whereby any fine imposed by a court under that Ordinance could be recovered by way of distress either against the property of the person fined or against the property of his family or tribe. In practice it was found, when an attempt was made to recover compensation or costs as distinct from a fine, that the person who had been ordered by a court to pay compensation or costs invariably denied ownership of any property capable of seizure. As distress for compensation or costs cannot be levied on the property of the family or tribe, the court order, therefore, became ineffective. This reacted most unfavourably against owners of stock which was stolen and slaughtered for meat, a practice which was becoming more prevalent. In such a case the owner could not, of course, recover the animal stolen, and if he could not recover any compensation which may have been ordered against the accused person, he suffered a definite loss. This Ordinance remedies the position and enables distress to be made for compensation and costs in the same manner as for a fine.

No. 60. *The Special Districts (Administration) (Amendment) Ordinance.*—This Ordinance amends the Special Districts (Administration) Ordinance, 1934. Section 2 deletes the definition of "tribesman" and substitutes a new definition which includes females. Section 3 replaces section 5 of the principal Ordinance. The practice regarding the constitution of arbitral tribunals was to appoint an equal number of members of the tribes concerned in a dispute. When a dispute concerns two tribes, a decision by such a tribunal is seldom reached, because the representatives of each tribe usually vote in the interest of their tribe and not in accordance with principles, the application of which would lead to a solution of the dispute. It was considered that it would be more satisfactory if the District Commissioner of the district concerned was appointed as a tribunal sitting with assessors. The District Commissioner would be guided by the opinion of the assessors but would not be bound to give a decision in accordance with those opinions. The new section gives effect to this policy. Section 8 inserts a new section in the principal Ordinance which provides, *inter alia*, that any person who fails to comply with any order or direction given by a Provincial Commissioner reserving grazing rights, prohibiting the use by any tribesman of any specified grazing or area of water or directing the removal of any village situate in close proximity to the frontier of the Colony, shall be guilty of an offence and may be arrested without a warrant by any police officer or tribal police officer. It also provides that any police officer or tribal police officer may seize such cattle of the person failing to comply with any such order or direction, as he considers will be of equal value to any fine which may be inflicted on such person in connexion with his offence. Section 11 amends section 23 of the principal Ordinance which provides that any inquiry under the Ordinance shall be conducted in accordance with the law relating to criminal procedure.

This has been found to be impracticable as it is far too restrictive and, in the interests of justice, it was considered that it should be made possible for an inquiry to be conducted in accordance with native law and custom. It provides further that if an arbitral tribunal admits any evidence at an inquiry, which, though admissible according to native law and custom, does not strictly comply with the law in force relating to the admissibility of evidence, the tribunal shall record its reasons for admitting such evidence.

No. 62. *The Kenya Police Force Reserve Ordinance*.—This Ordinance establishes a Reserve Police Force, to be known as the Kenya Police Reserve. Section 4 provides that members of the Reserve shall consist of any persons over the age of eighteen years who volunteer for service and are considered by the Commissioner to be suitable for enrolment and section 5 provides that the Reserve may be employed in assisting the Kenya Police Force in the maintenance of law and order, the prevention and detection of crime and the apprehension of offenders. Section 6 divides the Reserve into two Classes: Class A consists of those Reserve police officers who, upon enrolment, undertake to carry out such police duties as they may be required to do by the Commissioner and such training as the Commissioner may order; members of Class B undertake to carry out police duties only during an emergency. Section 8 provides that Reserve police officers shall enrol for a minimum period of two years; they may re-engage for further service for periods of two years.

No. 65. *The Courts Emergency Powers (Repeal) Ordinance*.—It was represented to the Government that the time had arrived when the justification for the Courts (Emergency Powers) Ordinance, 1944, no longer existed. The Government came to the conclusion that such representations were justified, and this measure, therefore, repeals the 1944 Ordinance.

No. 67. *The Credit to Natives (Control) Ordinance*.—Under the Credit Trade with Natives Ordinance (Chapter 130 of the Revised Edition), no contract for the sale on credit of goods to the value of more than ten pounds could be enforced against an African unless the contract was in writing and attested by an administrative officer. With the development of the African it was considered that the provisions of the law were not only restrictive but that they were unnecessary. This measure repeals and replaces Chapter 130 of the Revised Edition. Although the restrictions specified in section 2 of the Ordinance still remain, provision is made for exempting natives from the provisions of the Ordinance, and when a native has been exempted he is liable in respect of any transaction to the same extent as any other person.

No. 71. *The Trade Disputes (Arbitration and Inquiry) Ordinance*.—The general objects of this measure are explained in the long title which reads: "An Ordinance to Provide for the Establishment of Arbitration Tribunals and Boards of Inquiry in Connexion with Trade Disputes, and to make Provision for the Settlement of such Disputes and of Inquiring into Economic and Industrial Conditions in the Colony". It replaces the Trade Disputes (Arbitration and Inquiry) Ordinance, 1940, which was based on a model Ordinance, enacted in Trinidad and Tobago, but which, in certain respects, has been found unsuitable for conditions in the Colony.

No. 72. *Workmen's Compensation Ordinance*.—The Workmen's Compensation legislation in Kenya and Uganda was largely based on the

East and West African model Ordinance prepared by the legal advisers to the Secretary of State. The Government of Tanganyika had for some time past been considering the introduction of similar legislation and uniformity in a matter of this nature was regarded as highly desirable from many aspects. The main object of the Workmen's Compensation Ordinance, 1948, was therefore to achieve such uniformity between Kenya, Tanganyika and Uganda. The Ordinance closely follows the Workmen's Compensation Ordinance, 1946, which will be repealed when the Ordinance is brought into force. The amendments contained in the 1948 Ordinance could have been effected by means of an amending Ordinance to the 1946 Ordinance, but in view of the importance of the legislation and the difficulty which is sometimes experienced by the public in fully appreciating the significance of amendments, it was considered desirable to place the complete picture before the country in one comprehensive Ordinance.

No. 80. *The Asiatic Widows' and Orphans' Pension (Amendment) Ordinance*, 1948.—This Ordinance allows more equitable distribution of pension in the case of polygamous marriages than was possible under the principal Ordinance, the Asiatic Widows' and Orphans' Pension Ordinance, 1927.

No. 81. *The Penal Code (Amendment, No. 2) Ordinance*.—The collecting of subscriptions of money for various objects was becoming increasingly prevalent in the Colony. Complaints had been made to the Government that there was no means of ascertaining the true object of these appeals, nor that any money collected was properly applied. The Penal Code (Amendment, No. 2) Ordinance, 1948, establishes a policy of control.

No. 82. *The Municipalities (Amendment, No. 3) Ordinance*.—This Ordinance enables municipal councils to raise loans by such means and on such conditions as may be laid down by the Governor in Council.

No. 83. *The Local Government (Loans) (Amendment) Ordinance*.—This measure facilitates the raising of loans by municipal councils and extends the loan-raising powers of local authorities.

No. 85. *The Trustee (Amendment) Ordinance*.—This measure provides that municipal council or board loans shall rank as trustee securities.

No. 91. *The Native Poll Tax (Municipalities) Ordinance*.—It was recognized that Africans resident in municipalities who had, under the provisions of the Native Poll Tax Ordinance, 1942, been paying the standard rate of poll tax plus the sum of Sh. 2 for local purposes were at an advantage compared with Africans in Local Native Council areas who paid much higher sums and that the local authorities in municipalities should have access to a source of revenue with which to provide services for Africans, such as those provided by Local Native Councils in their respective areas. The Native Poll Tax (Municipalities) Ordinance, 1948, provides for the raising of revenue in the Municipalities of Nairobi and Mombasa at rates of poll tax comparable with those paid by Africans in Local Native Council areas if the local native rate and poll tax are taken into account. The proceeds of such taxation, after the deduction of the amount due to the Government, will be used for local purposes, such as education and public health, and part will be paid to the municipal

authorities in consideration of the services which they give to Africans within their area; part will also be paid to Local Native Councils. This amount of poll tax will be payable by any African tendering tax or required to pay tax within either of the two municipalities, but an African who has already paid the local native rate in his area will not be required to pay more than the amount prescribed as the Government tax for that area. The Ordinance is to continue in force until 31st December, 1949, but the Governor may extend its operation with the approval of the Legislative Council.

No. 92. *The Native Trust Fund (Amendment) Ordinance*.—Africans living in areas outside of the Local Native Council areas pay a tax under the Native Poll Tax Ordinance, 1942. Of this tax Sh. 2 is analogous to the local native rate levied in Local Native Council areas and this amount accrued to the Native Trust Fund for services outside of the Local Native Council areas. Under the proviso to paragraph (c) of section 7 of the principal Ordinance, the Native Trust Fund Ordinance, 1942, the whole of this amount, in respect of poll tax paid in the Coast Province, was applied for the benefit of the natives resident in that province and one-half of the amount, if paid other than in the Coast Province, was paid to the funds of the Local Native Councils. It was considered equitable in view of the facilities given to Africans in non-native areas who pay Local Native Council rates that the whole sum of Sh. 2 should be available for payment to the authorities who provide such facilities. This measure, therefore, amends the principal Ordinance so as to permit this policy to be implemented under the Native Poll Tax (Municipalities) Ordinance, 1948.

No. 93. *The Immigration (Control) (Amendment) Ordinance*.—The Immigration (Control) Ordinance, 1948, enabled any person who was a permanent resident to obtain a certificate to that effect. The effect of the issue of such a certificate was that if a person, to whom one had been made, left the Colony he had to be accepted back, irrespective of whether or not his presence in the Colony was undesirable or would be dangerous to peace and good order. The Immigration (Control) (Amendment) Ordinance, 1948, amends the proviso to the definition "permanent resident" so as to exclude from such definition any person who, in the opinion of the Governor in Council, should be so excluded in the interests of the Colony. Such a person could not then, as of right, demand a certificate of permanent residence.

## CHAPTER 9: JUSTICE, POLICE AND PRISONS

### SYSTEM OF COURTS

On the 27th day of June, 1921, the Kenya Order in Council, 1921, was promulgated and from that date onwards the administration of justice has been carried out by the Courts of Justice established thereunder. These courts consist of His Majesty's Supreme Court of Kenya established under that Order in Council with full jurisdiction, civil and criminal, over all persons and over all matters in the Colony, besides being a Court of Admiralty exercising admiralty jurisdiction in all matters arising on the high seas or elsewhere, or otherwise relating to ships and shipping; subordinate courts constituted by or under the provisions of an Ordinance and courts with extended jurisdiction in special districts.

The Supreme Court consists of the Chief Justice assisted by four puisne judges. Sittings are held in Nairobi and Mombasa continuously throughout the year except for periods of 40 and 20 days respectively commencing on 1st July and 20th December, which are observed as court vacations. Provision is made, nevertheless, for the conduct of urgent business during vacation. Criminal sessions are held monthly at Nairobi and Mombasa and at regular intervals at Nakuru, Kisumu, Eldoret, Kitale, Nyeri and at other stations when required. District Registries of the Supreme Court have been established at Mombasa, Nakuru, Kisumu, Eldoret and Nyeri. The Supreme Court exercises supervision over the working and proceedings of the subordinate courts, whose records are inspected from time to time and whose judgments are subject to review and revision.

Appeals from the Supreme Court lie to Eastern African Court of Appeal, constituted under the Eastern African Court of Appeal Order in Council, 1921, which holds quarterly sessions at Nairobi, Mombasa and Kampala and alternatively at Dar es Salaam and Zanzibar. Appeals from the Eastern African Court of Appeal lie to the Privy Council.

Subordinate courts, at present constituted by the Courts Ordinance, 1931, No. 16 of 1931, of the first, second and third class are held in every district and at every administrative station in the Colony by officers of the administrative branch of the Government upon whom judicial powers have been conferred. Additionally, at important centres such as Nairobi, Mombasa, Nakuru, Kisumu, Eldoret, Nyeri and Kericho, first class subordinate courts are held by resident magistrates legally qualified and specially appointed to the staff of the Judicial Department. The local limits of jurisdiction of subordinate courts are provided for under section 7 of the Courts Ordinance, 1931. Subordinate courts exercise both civil and criminal jurisdiction. The criminal jurisdiction of such courts is conferred by virtue of section 16 of the Courts Ordinance, 1931, and sections 7, 8 and 9 of the Criminal Procedure Code.

Subordinate courts may, in the cases in which such sentences are authorized by law, pass the following sentences:—

#### *First Class*

- (a) Imprisonment for a term not exceeding three years.
- (b) Fine not exceeding £150.
- (c) Corporal punishment not exceeding 24 strokes; provided that no sentence exceeding 12 months' imprisonment or exceeding 12 strokes shall be carried into effect, and no order for payment of a sum of money exceeding £50 shall be executed until the record of the case has been transmitted to, and the sentence has been confirmed by, the Supreme Court.

#### *Second Class*

- (a) Imprisonment for a term not exceeding 12 months.
- (b) Fine not exceeding £75.
- (c) Corporal punishment not exceeding 12 strokes; sentences exceeding six months' imprisonment or exceeding eight strokes similarly require to be confirmed by the Supreme Court as does any order for payment of a sum of money exceeding £37 10s.

### Third Class

- (a) Imprisonment for a term not exceeding three months.
- (b) Fine not exceeding £25.
- (c) Corporal punishment on juveniles only not exceeding eight strokes.

A sentence exceeding one month's imprisonment or an order for payment of a sum of money exceeding £5 requires to be confirmed by a subordinate court of the first class within whose jurisdiction the court imposing the sentence is situate.

In addition to the supervision required as a matter of law by way of confirmation of the sentence mentioned above, the Supreme Court is empowered by section 361 of the Criminal Procedure Code to call for and examine the record of any criminal proceedings before any subordinate court for the purpose of satisfying itself as to the correctness, legality or propriety of any finding, sentence or order recorded or passed, and as to the regularity of any proceedings of any such subordinate court. In exercising this revisional jurisdiction in the case of any proceeding in a subordinate court the record of which has been called for or which has been reported for orders, or which has otherwise come to its knowledge, the Supreme Court may exercise any of the powers conferred upon it as a Court of Appeal and may enhance the sentence provided the accused person has had an opportunity of being heard either personally or by an advocate in his own defence; the Supreme Court cannot inflict a greater punishment for the offence than might have been inflicted by the subordinate court which imposed the sentence. In practice the record of every case in which corporal punishment is ordered, and whether confirmation is required by law or not, is put before a judge of the Supreme Court for review. In certain cases the Governor may invest any first class magistrate with power to try natives, Abyssinians or Somalis for any offence and to impose any sentence which could lawfully be imposed by the Supreme Court. This power has been exercised in the case of the two districts of Northern Frontier and Turkana which are difficult of access and inconvenient for sittings of the Supreme Court.

Courts so constituted sit with the aid of assessors. Cases are examined by the Supreme Court and when a sentence of death is passed the sentence requires confirmation by the Supreme Court and the Governor before being carried into effect. Appeals from death sentence from courts exercising such extended jurisdiction lie to the Court of Appeal for Eastern Africa.

Subordinate courts of the first, second and third class exercise civil jurisdiction by virtue of Part III of the Courts Ordinance, 1931, up to a limit of £75, £50 and £25 respectively, except that in the case of the first and second class courts the limit is doubled if the defendant is a native, an Arab, a Somali, a Baluchi, a Comoro Islander or a Malagasy. In addition to these courts, there are constituted Moslem subordinate courts presided over by liwalis with full jurisdiction over natives, Arabs, Somalis, Baluchis, Comoro Islanders and Malagasy in all matters up to a limit of £75; by cadis with full jurisdiction over Mohammedan natives in all matters relating to personal status, marriage, inheritance and divorce, and within the coast districts over all natives and all matters up to a limit of £50; and by mudirs with full jurisdiction over natives, etc., up to a limit of £25.

Native courts, as constituted under the Native Tribunals Ordinance, 1930, remain under the supervision of Administrative Officers, with appeal from their decisions to the Provincial Commissioners, and in certain cases to the Supreme Court by way of case stated.

As a war-time measure, an experimental scheme of courts presided over by European local residents as special magistrates who are honorary workers and they have been given full third class powers with second class powers in respect of offences against the Employment of Servants Ordinance, 1937, the Resident Labourers Ordinance, 1937, and the Native Registration Ordinance, Chapter 127. The experimental scheme has proved most successful and has therefore remained in operation. The special magistrates of the Colony have performed valuable service by trying large numbers of petty cases and administration thus relieving resident magistrates in many districts.

### THE LAW OF THE COLONY

The law of the Colony consists of Imperial Orders in Council relating to the Colony, certain English and Indian Acts applied either wholly or in part, and Ordinances of the local legislature and regulations and rules made thereunder.

Civil and criminal jurisdiction is exercised in conformity with such enactments, and in conformity with the common law, the doctrines of equity and the statutes of general application in force in England on the 12th day of August, 1897, so far only as the circumstances of the Colony and its inhabitants permit, and subject to such qualifications as local circumstances render necessary. Procedure is regulated by rules made by the Supreme Court with the approval of the Governor.

In all civil and criminal cases to which natives are parties, every court is guided by native law so far as it is applicable and is not repugnant to justice and morality or inconsistent with any Order in Council, Ordinance, regulation or rule made under any Order in Council or Ordinance; and decides all such cases according to substantial justice without undue regard to technicalities or procedure and without undue delay.

Except in the case of Europeans, who are tried by a jury composed of Europeans, all trials before the Supreme Court are with the aid of three assessors. The special provisions relating to the trial of Europeans are contained in Part VII of the Criminal Procedure Code. On trial for murder, treason or rape the number of the jury is twelve and on trials for other offences is five.

In a trial by jury judgment follows the unanimous verdict of the jury: in a trial with assessors the judge giving judgment is not bound to conform to the opinions of the assessors.

Criminal appeals from subordinate courts are heard by a Judge of the Supreme Court except when in any particular case the Chief Justice directs the appeal to be heard by one judge. Civil appeals from subordinate courts are heard by a Judge of the Supreme Court except when in any particular case the Chief Justice directs the appeal to be heard by two or more judges. Civil and criminal appeals from the Supreme Court to the Court of Appeal for Eastern Africa are heard by a bench consisting of not

less than three judges. The provisions relating to such appeals are contained in the Eastern African Court of Appeal Order in Council, 1921.

The types of cases dealt with by the Supreme Court in its original jurisdiction are civil, criminal, bankruptcy, probate and administration, divorce, lunacy and prize court; and by the subordinate courts with limited jurisdiction are civil, criminal, divorce and maintenance, lunacy and appellate civil under certain local Ordinances.

No cases of exceptional legal interest were decided during 1948, but there were several heavy criminal trials in the Supreme Court, three of which lasted for more than 20 hearing days.

#### *Supreme Court*

CAUSES FILED	1945	1946	1947	1948
Civil Cases ..	403	442	787	1,139
Probate and Administration Causes ..	297	301	326	328
Bankruptcy Causes ..	7	8	7	9
Trust Causes ..	7	6	9	4
Lunacy Causes ..	1	4	3	1
Divorce Causes ..	68	64	65	63
Civil Appeals from Subordinate Courts ..	28	26	34	41
Original Criminal Cases ..	261	238	265	248
Criminal Appeals from Subordinate Courts ..	329	508	623	702
Criminal Revision of Subordinate Court Cases ..	354	305	312	430
Criminal Confirmation of Subordinate Court Sentences ..	1,276	1,280	1,455	1,432

#### *Capital Punishment*

In 1948 32 persons were sentenced to death by the Supreme Court. Of the 32 condemned—

9 were executed;

13 had their sentences commuted to various terms of imprisonment by the Governor in Council;

1 was acquitted by the Court of Appeal for Eastern Africa;

5 were waiting for their appeals to be heard by the Court of Appeal for Eastern Africa;

2 died in prison;

2 were found to be insane.

#### *Eastern African Court of Appeal*

Normal sessions were held at Nairobi, Kampala, Mombasa and Dar es Salaam during 1948. A special session was held at Nairobi in July, 1948.

During the year the following appeals were filed:—

	Civil	Criminal
Kenya .. ..	20	78
Tanganyika .. ..	7	120
Uganda .. ..	5	77
Zanzibar .. ..	1	5
<b>Total ..</b>	<b>33</b>	<b>280</b>

## POLICE

The strength of the Kenya Police at the end of 1948 was 68 European Superior police officers, 153 European subordinate officers, 6 European subordinate officers (female), 55 Asians and 4,683 African ranks.

The force is distributed mainly throughout the settled and urban areas of the Colony and Protectorate under the control of European police officers. The quasi-military unit in the Northern Province consisted of 6 European superior police officers, 9 European subordinate officers and 964 African ranks at the end of 1948. The responsibility of the force for the maintenance of law and order in the native areas continued, and plans have been made to take over the policing of more native areas in 1949.

The following comparative tables show the number of serious and minor cognizable offences under the Penal Code and the number of cases taken up under local and special laws from 1945 to 1947:—

*Serious Offences (Cognizable—under the Penal Code)*

Year	True Cases	Convictions
1946 .. ..	5,657	1,889
1947 .. ..	7,479	2,170
1948 .. ..	7,400	2,507

*Minor Offences (Cognizable—under the Penal Code)*

Year	True Cases	Convictions
1946 .. ..	7,307	5,024
1947 .. ..	8,308	5,596
1948 .. ..	7,955	5,916

*Offences under Local and Special Laws*

Year	True Cases	Convictions
1946 .. ..	33,561	30,183
1947 .. ..	34,918	29,449
1948 .. ..	36,889	32,167

The increase shown in recent years in the totals of serious and minor crime under the Penal Code appears to have been checked. This is true of most classes of crime with the exception of stock theft.

In the latter part of the year the European strength of the force was increased by transfers of men from Palestine and other sources. The benefit of this increase was naturally not felt during 1948, the majority being posted to the Training School at Nyeri Station.

## PRISONS

Thirty-five prisons were maintained and the prison camps were increased from seven to ten during the year. The number of admissions to prisons increased from 24,864 (convicted 12,345, remands, etc., 12,519) in 1947 to 29,106 (convicted 16,029, remands, etc., 12,929) in 1948.

The daily average prison population increased from 6,799 in 1947 to 8,214 in 1948.

The daily percentage of sick in prisons increased from 2.5 per cent in 1947 to 3.06 per cent in 1948.

The number of deaths decreased from 81 in 1947 to 75 in 1948. Prisoners, on admission to prisons, were again classified as first offenders and recidivists and each class was separated whenever circumstances permitted. The district prisons, the agricultural training centre at Kitale, the special prison at Narok and the prison camps were reserved entirely for the first offender class.

Prisoners employed in workshops were engaged upon the production of uniforms, furniture, etc., for Government departments. The revenue derived from prison industries increased from £32,458 in 1947 to approximately £43,778 in 1948; the final figures are however not yet available. The Government was reimbursed by the East African Railways and Harbours Administration to the extent of £11,022 in respect of convict labour employed in quarries and work in connexion with the realignment of the main railway line.

#### *Detention Camps*

Forty-two camps for persons convicted of minor offences were maintained.

The number of persons admitted to these camps increased from 14,632 in 1947 to 16,552 in 1948.

The daily percentage of sick remained the same as in 1947, namely 1.8.

The number of deaths increased from 10 in 1947 to 19 in 1948.

The detainees were employed on station upkeep, anti-malarial works, etc.

#### *Approved Schools*

All lads sentenced to a period of training at an approved school were admitted to the reception centre at Kabete in the first instance, where they were carefully classified. The younger and those without bad criminal records were transferred to Dagoretti and the remainder were retained at Kabete.

The beneficial results of this system are very apparent at Dagoretti where there were no escapes or attempted escapes during the year. The reason for this is undoubtedly the fact that 1948 was the first complete year in which this school functioned as a separate institution for the better type of lad.

Fifty-nine lads were admitted to the reception centre and fifty-one were discharged from the schools during the year. Two hundred and nineteen were

undergoing training at the close of the year; one hundred and twenty-four at Kabete and ninety-five at Dagoretti.

#### *Probation Services*

The Probation of Offenders Ordinance is now being operated in the Central and Coast Provinces. During the year under review 496 cases were inquired into at the request of the courts and 209 probation orders were made. The figures for the period April, 1946, to December, 1948, were 969 and 557 respectively of which 20 or 5.6 per cent have been failures. Fifty-nine successfully completed their period of probation, but three were subsequently convicted.

The staff of the probation service consisted of three European probation officers, six African assistant probation officers and the Commissioner of Prisons as principal probation officer.

It is intended to extend the system to the Rift Valley and Nyanza Provinces as circumstances permit.

## CHAPTER 10: PUBLIC UTILITIES

### ELECTRICITY SUPPLIES

A new distributing licence was issued to the East African Power and Lighting Co., Ltd., for the Fort Hall and Thika District under the terms of which Licences Nos. 5, 6 and 7 and the Fort Hall Fringe Order were revoked and the area of supply extended. Further consideration was given to the Company's application for licences for the Nanyuki area, but this was complicated by the question of providing a bulk supply from the Nyeri Electricity Undertaking and the matter has not yet been finally settled. A generating station licence was issued to the East African Power and Lighting Co., Ltd., for the Wanjii project (Maragua Tunnel Scheme) which is expected to increase the Company's hydro-electric capacity by 6,000 kW. The Company commenced to generate at Kisumu, but technical and staff difficulties prevented a public supply being given at Kitale. The transmission line from Pangani to Mombasa was completed.

The Nyeri Electricity Undertaking commenced to give a supply in the Karatina area and introduced for the first time in Kenya a special tariff for African consumers. The results of this new departure have been very encouraging and it is expected that further extensions will be made to exclusively African centres within the area of supply, thereby assisting in the development of the native settlements. Satisfactory progress was made with the construction of the transmission line to Nyeri Township.

#### *Government Electrical Installations*

During the year there was a big increase in the amount of work carried out by this section, and with the exception of four small jobs all wiring in new Government buildings in Nairobi was carried out by direct labour. A small amount of routine maintenance was carried out, but on account of staff shortages the number of installations dealt with was less than had been hoped.

### BROADCASTING

The local broadcasting service, operated by Cable and Wireless Ltd., is now broadcasting entertainment matter for  $36\frac{1}{4}$  hours per week for European listeners, and  $14\frac{3}{4}$  hours per week for Indians. At the end of 1948, there were approximately 9,000 current licences from such listeners.

The Kenya Information Office (now the Press Liaison and African Information Services) continued their  $5\frac{1}{2}$  hours per week in Kenya native dialects and Swahili; the East African Refugee Administration reduced their broadcasts to  $1\frac{1}{2}$  hours per week in Polish. Forces welfare also hire the Cable and Wireless Station for a four-hour programme every Sunday morning. There is also a low powered, forces owned and operated broadcasting transmitter in the vicinity of Mombasa, for the entertainment of troops at Mackinnon Road.

### WATER SUPPLIES

The Public Works Department provides water supplies in some municipalities, townships and trading centres. It also operates boreholes in some native reserves and in other areas. The local authorities in Nairobi, Nakuru, Eldoret and Kisumu control their own water supplies. The supplies which are operated by the Public Works Department supplied 779,000,000 gallons of water during the year 1948.

New water supplies were provided during the year at Molo, Kajiado, Narok, Kijabe, Kikuyu, Taveta, Mariakani (including Mazeras and Rabai) and at Karatina and Kerugoya existing water supplies were taken over. Construction is in hand for water supplies at Maseno, Embu, Kapsabet, Ngong and Thomson's Falls and investigations at Kabarnet and Malindi. Extensions and improvements have been carried out at several water supplies including Mombasa water supply.

The policy of boring for water was continued and during 1948 a total of 135 successful boreholes was drilled. These gave a total tested yield of 4,291,884 gallons per day. The average depth at which water was struck was 156 feet and the overall percentage of successful drilling during the year was 90.0 per cent.

## CHAPTER 11: COMMUNICATIONS

### AMALGAMATION OF KENYA AND UGANDA RAILWAYS AND HARBOURS WITH TANGANYIKA RAILWAYS AND PORT SERVICES

By an order made by the East Africa High Commission, and with the approval of the Legislative Councils of the Colony of Kenya, Protectorate of Uganda and the Tanganyika Territory, the two railway systems formerly known as the Kenya and Uganda Railways and Harbours and the Tanganyika Railways and Ports Services were amalgamated, with effect from the 1st May, 1948, under the name of the East African Railways and Harbours Administration.

The work of amalgamating these two systems into one Administration went steadily forward throughout the year. A Transport Advisory Council, with appropriate Railway and Ports Sub-committees, and with members representative of the three Territories served by the Administration, has

been set up to deal with questions of major policy. A new department under the General Manager has been formed to control all ports on the East African coast. Much work on common terms and conditions of service for the staff has been done and a common tariff was under preparation. In short it can be claimed that the task of welding the two systems into one progressed well and to effective purpose throughout the year.

### SHIPPING

Tonnages handled at the port of Mombasa during the year 1948 constituted a new high record. There was an exceptional increase in imports, particularly of general cargo which showed no less than a 55 per cent increase over the already high figure for 1947. So great was the volume of imports that at times more ships were arriving than could be given berths immediately. This "bunching" of ships, particularly at the beginning of the year, coincident with a shortage of coal for locomotives which meant running a restricted service, led to some congestion at the port and delay to shipping. The delay, however, was comparatively slight when compared with similar conditions obtaining at many other ports throughout the world, and on the whole the record of the port of Mombasa for turning round ships and handling goods throughout the year was an exceptionally fine one.

The total volume of traffic, imports and exports, was 23 per cent higher than in 1947 and 96 per cent heavier than in 1939. 806 ships entered the port during the year compared with 700 the previous year.

### RAILWAYS

The year 1948 saw a further expansion in railway traffic of all kinds. The total tonnage of public traffic dealt with over the Kenya and Uganda section was more than double the tonnage handled in 1939 and topped the two million ton mark. This continued expansion in railway traffic was achieved largely by more than intensive work of staff and of rolling stock, for with the exception of some additional tank cars no new goods rolling stock or locomotive power was obtained during the year.

Passenger traffic also continued to increase, particularly 3rd class, and for the first time over three million 3rd class passengers were moved during the year, the figure being 3,117,000.

A notable achievement during the year was the changeover of a great number of locomotives from coal and wood fuel to oil-burning. The changeover had to be effected while at the same time meeting heavy traffic requirements. This was achieved and had the result of eliminating the recurrent fuel crises which the Administration experienced during the first half of the year due to a shortage and irregularity of coal supplies.

### ROADS

The Colony's highway system consists of approximately 17,000 miles of road maintained as follows:—

3,306 by municipal and district councils.

5,774 by the Public Works Department.

7,915 by Local Native Councils and the provincial administration.

The Public Works Department roads are made up as follows:—

193 miles of bituminous roads.

1,692 miles of gravel or murram surfaced all-weather roads.

3,889 miles of earth roads.

The road expenditure on capital works, i.e. the Development and Reconstruction Authority and the Public Works Department was approximately £326,292.

Four construction divisions have been in operation during the year at Mazeras, Limuru, Gilgil and Nakuru. Road surveys other than those on the Great North Road referred to below, are from Mombasa to Nairobi, and Mau Summit to Kitale which have been completed. In addition, a survey of the proposed re-alignment between Thika and Nanyuki is in progress.

Progress on the improvement of the Great North Road included the survey of the Namanga-Nairobi section which is completed and between Nakuru and Busia which was well in hand. Contracts have been let for the construction of the Nakuru-Londiani section between Mile 0 and Mile 16, work being due to start in February, 1949. The length between Nairobi and Limuru was nearing completion.

Other constructional work included:—

*Mombasa-Mackinnon Road.*—Contract let for length Mile 7 to Mile 16.

Work in progress Mile 30 to Mile 57. Contract shortly to be let Mile 16 to Mile 30.

*Kericho-Muhoroni New Road.*—Now open to all traffic.

*Kibos-Kibigori Road.*—Nearing completion.

*Limuru "A" Route.*—Progress of realignment well in hand.

*Nairobi-Kiambu Road.*—Earthworks commenced. Contract letting stage for bridge construction practically reached.

*Construction Work.*—Constructional work is still handicapped by—

(a) lack of really experienced road foremen, although the number in employment has increased. On the engineering side the staff position has considerably improved. During the year a new road engineer was appointed and the posts of deputy road engineer and three construction engineers were filled. A number of assistant and pupil engineers have also been recruited;

(b) plant ordered was still slow in coming forward. The amount of plant delivered has increased but so has the volume of work and the position was still unsatisfactory.

It is now possible to obtain competitive tenders for road work but the number of qualified contractors is still small and there is a reluctance to tender for work in certain areas. 1948 was a year of definite progress so far as construction and surveys for projected schemes is concerned.

#### POSTAL SERVICES

The Posts and Telegraphs Department of East Africa is a combined service for Kenya, Tanganyika and Uganda. The service is controlled by an administrative headquarters at Nairobi. In addition, regional headquarters are established in Nairobi, Dar es Salaam and Kampala.

On the 1st January, 1948, the East Africa High Commission was brought into operation and the Posts and Telegraphs Department as from that date became a High Commission Service. During the year the Department continued to function as a non-self-contained service.

Arising out of Colonial Paper No. 210—Section G—Departmental Organization—an East African Posts and Telegraphs Advisory Board was appointed and a scheme for the conversion of the Department into a self-contained Department with its own capital account was drawn up. This scheme received the approval of the three Territorial Legislative Councils, of the High Commission and of the Secretary of State, and the Posts and Telegraphs Services became self-contained with their own capital account as from 1st January, 1949—an historic change inasmuch as the Department is the first Colonial Posts and Telegraphs Department to have self-contained status.

All branches of the Department were affected by staff shortages, aggravated by lack of housing accommodation. Recruitment of suitably qualified European personnel was difficult and slower than expected. Asian recruitment was also most difficult owing to lack of sufficient candidates with the necessary educational qualifications, and the opportunities of obtaining more remunerative employment in commercial occupations. It was not found possible to provide complete training courses for the Asians recruited and they were given a short period of practical training and employed on counter and sorting office duties. Recruitment of African personnel was not easy, but it is anticipated that this will improve when the new Nairobi Training School for Africans is opened in February, 1949.

Progress was hampered, particularly with regard to telecommunication development, by the shortage of materials due to abnormal delays in deliveries from the United Kingdom.

Postal business in Kenya is transacted at 67 departmental post offices, 27 contract post offices, 63 railway and other postal agencies. Five mobile vans were in service throughout the year and these provided facilities for the transaction of all classes of post office business in African reserves.

A special issue of postage stamps to commemorate the Silver Wedding of Their Majesties was placed on sale on 1st December, 1948.

Steel private boxes which arrived during the year permitted the installation of 270 new boxes at Nairobi, 90 at Mombasa and 80 at Kiambu. In addition, some 200 temporary boxes were installed at Nairobi.

Departmental offices were opened at Songhor and Ol'Kalou and contract post offices were opened at Maragoli, Matathia, Sondu, Litein, Kaimosi and Nzoia Market.

New motor mail services were introduced between Kisumu-Mumias; Kisumu-Nzoia Market and Kisumu-Sondu.

A new post office building was provided at Kiambu and the Turbo Post Office was transferred to new rented premises.

Mail violations which reached an alarming number (47 between January and October) were eventually halted as a result of protective measures undertaken by the Railway police at the Nairobi Railway Station.

### Telegraph Services

An additional teleprinter circuit was installed between Nairobi and Mombasa. New morse circuits were installed between Nairobi and Gilgil, Nairobi and Naivasha, Nairobi and Moshi and Mombasa and Dar es Salaam. A limited phonogram service was commenced in Nairobi and Mombasa. Voice frequency telegraph circuits were brought into service for the first time between Nairobi-Kampala and Nairobi-Dar es Salaam. A time limited subscribers Telex service between Nairobi and Dar es Salaam was provided for the *East African Standard* and the *Tanganyika Standard*.

Telegraph facilities were available at 62 departmental post offices, 62 railway stations and at 15 postal agencies.

### Telephone Services

The progress in the installation of subscribers' telephones has been disappointing. The exhaustion of the underground cable plant supplies has held up the provision of exchange lines in the larger towns. Relief measures have not developed as rapidly as was hoped. Exchange line service in rural areas has increased by 10.6 per cent as against only 3.8 per cent in public exchange areas. The difficulty in providing exchange lines has led to an increased demand for extension services. The total number of stations has increased by 8.9 per cent during the year. The demand for new services continues to grow far more rapidly than the Department's ability to meet it. The number of unsatisfied applications has increased by 16 per cent and represents nearly 50 per cent of the plant now installed.

New telephone exchanges have been opened at Fort Hall, Karatina and Voi; the trunk call office at Elburgon has been converted into a telephone exchange. New trunk call offices have been opened at Elmenteita, Kerugoya and Mweiga.

No additions or extensions to the main trunk network took place during the year. A second trunk circuit has been provided between Nakuru and Gilgil. Work was commenced on the up-grading of the Meru-Nanyuki trunk. When completed, this will connect Meru with the main trunk network. Fifty line extensions were installed at Muthaiga and Baldwin satellite exchanges in the Nairobi area. The total telephones in use at the end of 1948 were 8,594.

### Radio Services

An additional short wave radio channel was installed at Nairobi Central Radio Station at present working Stanleyville in the Belgian Congo.

Preliminary steps were taken for the introduction of a complete police radio network in Kenya involving 65 fixed and 24 mobile radio stations.

Kisumu Aeradio reverted to the control of the Department from International Aeradio Ltd. An R/T radio installation was completed at Nairobi West Airfield. A VHF/RT installation was completed at Port Reitz Airfield. At Eastleigh, Aeradio meteorological radiocommunications were taken over by the Department from the Royal Air Force and the HF/RT air-ground channel from International Aeradio. A direct radio circuit between Nairobi and Stanleyville was installed for the clearance of the Belgian Congo traffic.

### Savings Bank

Savings bank business was extended to Kipini and Garissa. The number of depositors on 31st August, 1948, was 112,691 and the total amount due to

depositors was approximately £5,488,140, as compared with 108,351 depositors, and £5,284,231 due to depositors on 1st January, 1948.

#### *Engineering Services*

Using existing telegraph wires the Magadi Soda Company was connected as a long distance telephone subscriber on Kajiado Exchange.

One ex-military copper pair between Isiolo-Nanyuki was recovered and a new trunk line between Nanyuki-Meru was provided.

A new carrier room was built at Mombasa and the existing apparatus was moved in from the old room. Preparatory work was commenced for the new carrier equipment installation.

At Mtito Andei carrier repeater station, two  $1\frac{1}{2}$  kVA. Diesel generating sets were installed and the station was converted to A.C. operation.

Several minor cable relief schemes were undertaken during the year. Certain major schemes were advanced to the blue-print stage.

A 400-line extension to Nairobi Auto Exchange was 90 per cent completed during the year; final completion is held up pending the arrival of certain equipment from the United Kingdom.

The re-transposing of the post office trunk lines to accommodate additional carrier circuits between Nairobi-Mombasa was almost completed.

Re-arrangement work in the Nairobi carrier terminal station was well advanced. This is necessary to cater for the very considerable carrier network programme which was planned last year and awaits the arrival of equipment, some of which is now coming forward.

The 300-line extension at Mombasa Auto Exchange was begun and has been largely completed. Work has, however, had to be stopped pending the arrival of equipment from the United Kingdom.

The recovery of one ex-military copper pair between Kikambala and Kilifi was begun but as yet is incomplete.

The delivery of apparatus and materials from the United Kingdom has improved but is still far from satisfactory, and telephone development cannot proceed fast enough to meet a reasonable proportion of the demand; a further restriction on progress is caused by the lack of adequate staff.

## **CHAPTER 12: OTHER SUBJECTS**

### **THE CORYNDON MEMORIAL MUSEUM**

#### *General*

The year 1948 was an outstanding one for the Museum. The attendance figures for both adults and school children beat all previous records, and the accessions of scientific specimens were also more numerous than ever before and of very high quality.

Many distinguished scientists from various parts of the world visited the Museum during the year, and assistance was given to a number of visiting scientific expeditions.

#### *The Exhibition Hall*

In spite of the acute overcrowding, it was found possible to add a number of interesting exhibits including a dugong, a mountain gorilla, a series of paintings representing native types of the Kenya frontier districts, and many casts of marine fish.

The botany exhibit room and the mineral room were both re-organized during the year and re-opened to the public.

### *Study Collections*

The accession to the study collections during the year were very satisfactory, and many gaps were filled in the ornithological and reptilian systematic collections.

The entomological collection was enriched by a number of important accessions including the very valuable material amounting to over 30,000 specimens from Ukerewe Island collected by the late Father Conrad.

The total accessions for the year numbered 57,508 compared with 14,073 last year.

### *Collecting Expeditions*

Many successful collecting expeditions were carried out by members of the staff during the year. Dr. and Mrs. Leakey and Dr. MacInnes continue the work on the Miocene fossil beds, and Mr. Williams collected new and little known birds from Mt. Kenya and in Tanganyika. The botanist, Mr. Bally, visited many areas in order to collect specimens needed to fill in gaps in the herbarium collections.

### *Lectures*

Fewer lectures than usual were given by members of the staff, owing to pressure of work taking them on long journeys away from Nairobi.

### *Visitors*

The total number of visitors to the Museum during the year was 127,427, of which 61,205 were schoolchildren of all races, mostly in parties accompanied by their teachers. The corresponding figures for 1947 were 102,277 visitors of which 47,937 were schoolchildren.

## RESEARCH ITEMS

### *Palaeontology*

The work of the British Kenya Miocene Expedition was continued with a grant from the Kenya Government of £1,500 and £1,000 from Mr. C. W. Boise of London.

The season's work was very satisfactory and resulted in the recovery of a further 1,500 specimens of Miocene fossils of which 117 represented Miocene primates. The outstanding discovery was that of a nearly complete skull of the Miocene ape *Proconsul africanus*, which Mrs. Leakey found on 2nd October, on Rusinga Island. Professor Le Gros Clark, F.R.S., of Oxford, continued to work on the Miocene fossil apes and his report was nearly ready for press at the end of the year.

Another important discovery was the finding of the fossil seeds and fruits of some 60 different varieties in the Miocene beds at Rusinga and these when studied promised to throw interesting light on the flora of the period when the Miocene apes flourished in East Africa.

Dr. MacInnes completed a report on the Anthracotheres of the Miocene and this was sent to press.

### Prehistory

A new Neolithic burial site was found near Kijabe and preliminary excavations were carried out. The site promises to be of considerable importance. The Kenya National Parks Trustees engaged Mr. J. Kirkman to start excavations in the ruined city of Gede and considerable progress was made, but it was too early to report on the results of the work.

### Entomological Research

As in previous years the Coryndon Museum submitted very many specimens to the Commonwealth Institute of Entomology for study and a large number of species new to science were recorded for the first time.

### Ornithological Research

Research in this branch resulted in the discovery of nine species not previously recorded from East Africa, as well as the undescribed male of the rare weaver *Spermophaga poliogenys*, and the undescribed females of *Scepomycter winifredæ*, and of *Anthreptes rubritorques*.

### Botanical Research

In addition to the routine work on the systematic botany of Kenya in co-operation with the Royal Botanical Garden, Kew, the Botanical Department of the Museum was engaged in various economic aspects of botany. In particular the botanist in co-operation with the Agricultural Department did a great deal of work in connexion with introducing a new oil-bearing crop to Kenya—Niger seed oil.

### GAME

The revenue accruing from game licences was approximately £21,241, and from the sale of ivory and confiscated trophies some £17,919 (total approximately £39,160).

The total departmental expenditure (Game) was approximately £29,196.

### Conservation

The increasing constriction of game areas and the opening up of game country to development in many parts of the Colony have given rise to problems that demand urgent technical study for their solution. Apart from the fact that the revenue from wild life resources in the past and in the present has more than paid for the Department's activities, the future demands that as great a sample as possible of the natural plant and animal associations of the Colony be preserved for posterity. A great step forward has been taken during the present year by the transference of considerable areas, some of which were game reserves run by the Department, to the administration of the Kenya National Parks' Trustees.

The *safari* industry shows no signs of lessening in importance and therefore, the "keepering" of some of the main hunting areas has occupied the major part of the time of the assistant game wardens.

The ecological and biological side of conservation has been stressed in recent conferences, especially in connexion with better results for less expenditure. Although no special provision has yet been forthcoming for such work, a start has been made on a biological survey in the Southern Game Reserve. During the course of this survey the habitat has been studied and a collection of the "key" plants of the various associations has been

supplemented by geological, soil and climatic notes. Stocktaking in the reserve by a series of sample counts has resulted in much information on the population density of several species, their ecological requirements and seasonal movement and the place game occupies in land utilization.

#### Control

Control of vermin, and in certain cases of game, is an essential service to the community and an integral part of the Colony's development plan. The areas in which game can be tolerated have diminished and damage caused by vermin, which tends to change its habits under changed conditions, has become more costly.

The chief offenders dealt with include the following: first and foremost hyena are accused of causing great loss amongst valuable stock, especially in areas from which game has been eliminated. Poison baits have been used with success but the damage is not always eliminated or reduced as much as was hoped. It is evident that the problem needs further study with a view to modifying and improving control measures. Elephant and buffalo are often a serious menace especially in areas of closer settlement. They become increasingly difficult to kill the more they are hunted, and in view of their danger to the community when wounded, should only be dealt with by responsible and expert hunters.

Baboons and bush pigs are most serious pests over widespread areas of Kenya. Their increase may largely be due to the continued slaughter of leopards. Both, but particularly pig, are extremely difficult to deal with, and a successful campaign requires skill and great patience and preparation.

#### DRAMATICS

There was considerable activity all over the Colony and for the first time a semi-professional company was formed. The lack of a theatre in Nairobi regularly available for dramatic performances continued to limit what could be done. The building of the Cultural Centre will remedy this state of affairs, and it is hoped that a start will be made in 1949 on building the theatre which is to form part of the centre. Nonetheless, when consideration is taken of all performances, amateur and professional, it was possible to put on about one play per month throughout the year.

#### THE EAST AFRICAN CONSERVATOIRE OF MUSIC

The Conservatoire of Music had an enrolment of 180 pupils for all musical instruments, singing, elocution, dramatic art, ballet, eurythmics, drawing, painting and modelling. Many students were taking more than one subject.

A very large number of concerts of all kinds was given, and particularly for schools by the staff of the Conservatoire.

Popular concerts were given in the Nairobi City Park where attendances numbered several thousand at each concert. These concerts were free of charge and persons of all races attended.

#### NAIROBI MUSICAL SOCIETY

There were 400 members in 1948. The annual subscription was raised to Sh. 10 which enabled the committee to arrange excellent concerts free of charge to members and their friends. The subscription for junior

members (under 21) remained at Sh. 2/50. Membership is open to all races. The excess of income over expenditure for the year 1947-1948 was Sh. 2,274/68. The Society's production of "Iolanthe" in December, 1947, resulted in a profit of Sh. 1,700.

#### *Gramophone Recitals*

These were held at frequent intervals throughout the year.

#### *Chamber Music*

Several groups were in action. The Society was able to introduce several newcomers to Kenya to one or other of these groups.

#### *Dido and Aeneas*

Two concert performances of this opera by Purcell were given in the Theatre Royal. This achieved great artistic success, and in addition it was sufficiently popular among the general public for a small financial profit to be made.

#### *Social Evenings*

These were held on occasions in the Railway Club, and as well as being most pleasant and popular functions were useful in introducing members to each other while several discoveries of talent were made. The attendance was usually about 200.

#### *Music Library*

A considerable library of music has been collected and catalogues for the use of members.

### THE NAIROBI ORCHESTRA

The strength of the orchestra was 60 members. Instruments include 20 violins, 4 violas, 4 cellos, 4 double bass, flutes, oboes, clarinets, saxophones, bassoon, horns, trumpets, trombone, timpani, percussion, and harp. Additions made to the orchestra were one bassoon, one trombone, and a harp.

In 1948 four concerts were given—one devoted to works by Schubert (soloist Rebe Edmond), one in July, including the Capricious Variations by Dunhill (soloist May Mukle). A third was devoted to the works of Mendelssohn, including the first part of "Elijah" with 200 performers organized by the Prince of Wales School in conjunction with the Conservatoire of Music, and the fourth was a symphonic concert.

### THE UNITED KENYA CLUB

This club represents an important development which proves of increasing value in inter-racial relations in the Colony. Members are drawn from all races, and regular meetings and lunches were held during the year. The club was addressed once a week by a great variety of speakers on current affairs.

### OTHER ACTIVITIES

Almost every branch of sport, the national societies, professional associations, and literary and other interests are represented in Kenya by vigorous associations all playing a considerable part in the life of the Colony.

## PART III

### CHAPTER 1: GEOGRAPHY AND CLIMATE

#### GEOGRAPHY

The Colony and Protectorate of Kenya extends approximately from latitude 4° N. to latitude 4° S., and from longitude 34° E. to longitude 41° E. It is bounded on the north by Abyssinia and the Sudan, on the west by the Uganda Protectorate, on the south by Tanganyika and on the east by the Indian Ocean and Somalia.

The eastern and north-eastern boundaries were originally defined along the Juba River by an agreement with Abyssinia in 1908, but upon the cession of Jubaland to Italy in 1925 the eastern and north-eastern boundaries were readjusted by a commission.

The Protectorate, a strip of land extending 10 miles inland from the coast and including the islands of the Lamu archipelago, consists of the mainland dominions of the Sultan of Zanzibar in respect of which an annual payment of £16,000 is made to the Sultan.

The northern part of the Colony, comprising three-fifths of the whole is arid and comparatively waterless. The southern strip, on which almost all economic production is centred, comprises a low-lying coastal area and a plateau raised by volcanic action to a height varying from 3,000 feet to 10,000 feet. This area includes Mount Kenya (17,040 feet), Mount Elgon (14,000 feet), the Aberdare Range (about 12,000 feet to 13,000 feet) and part of the great Rift Valley, which is some 30 to 40 miles wide and often 2,000 to 3,000 feet lower than the country bounding it on either side.

The European settled area, which includes the principal agricultural centres of Nakuru and Eldoret, is traversed by the Kenya and Uganda Railway main line and there are branch lines to other important centres such as Nyeri, Thomson's Falls and Kitale. The main areas of native production in the Nyanza and Central Provinces are also served by the Railway.

The Colony includes the larger portion of Lake Rudolf and the eastern waters of Lake Victoria Nyanza; the land area is 219,730 square miles and the water area 5,230 square miles, making a total of 224,960 square miles.

The capital is Nairobi, with an estimated population of 141,000, consisting of 10,400 Europeans, 37,200 Asiatics, 700 Arabs, 82,000 Africans and 1,100 others. Mombasa is the principal port; the inhabitants number about 102,400, of whom about 1,650 are Europeans.

#### CLIMATE

With the exception of the coast and the immediate interior, where the average temperature is about 80° F., the climate of Kenya is cool and invigorating. At Nairobi the mean temperature is 67° F., the mean maximum being 77° F. and the mean minimum 57° F.

There are generally two rainy seasons, the "Long Rains" from April to June, when the greater part of the rain falls, and the "Short Rains" from October to December; but in the high area west of the Rift Valley

and north of the Railway the wettest months are April to August. No month is invariably dry, and near Lake Victoria showers occur on most afternoons. The mean annual rainfall on the coast is 40 inches, of which 20 inches may fall in April and May. Inland the rainfall decreases to 10 inches and then increases with altitude to an average of 40 inches over the Highlands. On higher ground and near the Lake average annual totals reach 70 inches.

## CHAPTER 2: HISTORY

The Arabs and the Persians traded along the East African coast from the earliest times and established a chain of settlements which achieved a considerable degree of material prosperity. The first Europeans to interest themselves in East Africa were the Portuguese who, between 1498 when Vasco da Gama landed at Malindi in the course of his voyage to India and 1729 when they were finally expelled from Mombasa, replaced the Arabs as traders and established small garrisons at various points to protect their interests. The Portuguese were driven from the northern part of the coast by the Arabs of Oman to whom their kinsmen in East Africa had appealed, but once the Portuguese had gone the independent and mutually hostile rulers of the coastal settlements were hardly more willing to submit to the over-lordship of the Iman of Oman than they had been to Portuguese sovereignty. It was not until the thirties of the nineteenth century when Sayyed Said, determined to enforce his rights over his African possessions, subdued the ruling Mazrui family of Mombasa and transferred his residence from Muskat to Zanzibar that the rule of Oman can be said to have been effectively established on the coast. Under Sayyed Burhash, however, the territory became independent of Oman.

Even in the middle of the nineteenth century the Arab hold was confined to the coastal belt, and the only Arabs who penetrated up-country were traders on the main caravan routes in search of the two marketable commodities of the interior—ivory and slaves. Although America and various powers including Great Britain had established trading connexions with Zanzibar and appointed consuls, it was left to individuals—mainly missionaries—to explore the interior of East Africa.

Among the early explorers in the northern part were Rebman, who in 1848 first saw Kilimanjaro, and Krapf, who in the following year first saw the snows of Kenya. Further exploration was mainly directed to the discovery of the sources of the Nile.

The peoples whom the explorers found in the interior were of many different races, but in no case except in Uganda had their society advanced beyond the simple tribal state. The population was small for the area, both on account of the inhospitable environment and also on account of the slave trade. Tribe fought tribe, sometimes for cattle but often also to obtain captives which the chiefs sold to Arab slave traders in return for arms and spirits. These Africans were backward in their agricultural practices and an easy prey to famine and disease. So it was humanitarian rather than imperialistic considerations which convinced many of the explorers that the salvation of these territories lay in the establishment of legitimate trade and of European administration.

British interests in East Africa were not, however, territorial but were mainly concerned with the suppression of the slave trade. Thus it was not surprising that when Sir William Mackinnon was offered a concession of the mainland dominions of Zanzibar in 1877 the British Government, preoccupied elsewhere, placed obstacles in his way. Germany took the opportunity to become first in the field. In 1884 the later notorious Dr. Karl Peters negotiated a series of treaties with native chiefs in the interior opposite Zanzibar and in 1885 a German protectorate was declared over the areas he had visited. Great Britain supported Germany's claims and in the following year reached an agreement with Germany regarding spheres of influence as far west as the eastern shores of Lake Victoria. The Sultan's assent was obtained to the agreement whereby he was left on the mainland only a ten-mile strip along the coast.

Nevertheless, the British Government was not prepared to intervene directly and it was a commercial company, the British East Africa Association, which in 1887 obtained from the Sultan a concession of the mainland between the Umba and the Tana Rivers. This association was incorporated under a Royal Charter as the Imperial British East Africa Company in the following year. Its early activities were concentrated mainly on the coast, but in 1889 a considerable caravan was dispatched to explore the interior under F. J. Jackson.

The 1886 agreement had not dealt with Uganda—a populous productive country in which interest now centred. Dr. Karl Peters in defiance of the orders of his own Government arrived in Uganda early in 1890 and obtained concessions from King Mwanga, but an Anglo-German treaty, which extended the line of demarcation of interests to the western side of Lake Victoria, relieved Great Britain of rivalry in Uganda.

Late in 1890 Captain F. D. Lugard took over its administration on behalf of the Imperial British East Africa Company. The company, however, found the task of maintaining order too difficult for its slender resources and the fate of Uganda was in doubt until the Government finally agreed in 1893 to assist the company financially and in 1894 declared a protectorate over Uganda. The following year a protectorate was also established over the company's territory between the coast and Naivasha.

The difficulties of administration in and of communication with Uganda were the prime reasons for the project to establish a railway, the survey of which was started in 1892. In 1895 His Majesty's Government commenced the construction of this line. The laying of the rails over 800 miles of desert and mountains in the face of obstacles of every nature, including man-eating lions, was an epic enterprise. On 28th May, 1899, the line reached a swampy stretch of land where the town of Nairobi has since been built. (This was the last stretch of open ground before the long climb up the Kikuyu Escarpment and Railway Headquarters and a nucleus of railway workshops were established here.) It was not until December, 1901, that the line reached Kisumu on Lake Victoria, which remained the port from which Uganda was reached until the railway line from Nakuru to Kampala was completed in 1926.

The building of the railway and the heavy costs incurred in its upkeep directed attention to the possibilities of developing the empty highland

areas through which the line passed. It was in 1897 that Lord Delamere, the pioneer of white settlement, had made his way to the East African highlands from the north through Somaliland and Abyssinia. He was greatly impressed by the agricultural possibilities of this land. A few years later in 1902 the boundaries of the East African Protectorate were altered to include what was previously the eastern province of Uganda, and in that year also the conditions under which land could be alienated were laid down. Lord Delamere returned to the Protectorate and commenced extensive farming operations which were to prove that the land could be successfully farmed by Europeans. A large incursion of new settlers took place in 1905 when farmers arrived both from England and South Africa.

Simultaneously with the introduction of British control and the settlement of Europeans came an influx of Indians in considerable numbers. The Indian population has a long history in East Africa. Indians lived at the coast from early times onwards as a trading community and later, when labour was required to build the railway, 35,000 Indians were brought across to East Africa. The families who remained when the work was completed became small traders and did much to open up trade with Africans in the interior. Further immigration has increased the number of this community until to-day it is more than three times the size of the European community.

In 1905 the Protectorate was transferred from the authority of the Foreign Office to that of the Colonial Office. A Governor and Commander-in-Chief and Executive and Legislative Councils were appointed under an Order in Council in 1906.

During the years preceding the first World War, the Protectorate developed steadily. European settlement had made good progress. Kenya coffee was beginning to make a name; sisal was flourishing and the future of wool and wheat looked promising. Exports, however, were still mainly the products of native areas.

So far as African administration was concerned, the pre-war period was one of the establishment of law and order. Troubles were experienced with various tribes in the nineties and with the Nandi until 1905, but on the whole few countries have been opened up with such little bloodshed and with the maintenance of such friendly relations with the inhabitants. Such social services as were available in those days were provided by the missions, which from their establishment had combined educational and medical facilities with the teaching of the Gospel.

Because of its proximity to German East Africa, the British East Africa Protectorate was very directly affected by the first World War. The Germans had a larger force under arms than the British, but the latter were assured of quick reinforcements, and their command of the seas isolated the Germans from any assistance from overseas.

The Germans took the offensive and penetrated Kenya's southern border. A volunteer force composed mainly of European farmers and one battalion of the King's African Rifles was the sum total of British strength. They were reinforced by Indian troops a few months after the outbreak

of war. But it was not until 1916 when General Smuts assumed command that the British took the offensive, and in a long wasting campaign during which the losses due to disease greatly exceeded casualties in action our troops chased the elusive and enterprising Germans under General von Lettow Vorbeck through German East Africa. By November, 1917, there were no enemy troops left in this area, but our troops had been unable to capture General von Lettow Vorbeck who, retreating through Portuguese East Africa and entering Nyasaland and Northern Rhodesia, finally surrendered in November, 1918, only on receipt of news of the Armistice.

Over 85 per cent of the European population of fighting age had enlisted for military service and during the war large numbers of Africans had served in the Carrier Corps. As a result many farms reverted to scrub and bush and European settlement was virtually at a standstill during these years.

When peace came great strides were made in European settlement. New farmers arrived from England and South Africa and special schemes were launched for ex-soldiers. Already in 1919 the European population was estimated at 9,000.

The influx of new settlers, combined with the effects of the war on the native population and a severe famine in 1918, created a labour crisis. At the same time Kenya began to feel the effects of the post-war slump. The depression was further increased by the currency changes from the rupee as the unit, first to the florin and then to the shilling, which in effect substantially increased sterling obligations.

The very serious financial and economic position in 1921 led to the appointment of an Economic Committee on whose recommendations the tariff policy was substantially changed to a protective tariff designed to stimulate agricultural production. The railway rates policy was also modified in order to facilitate the export of the main agricultural products, especially maize.

At the same time political controversies were raging. Nominated unofficial Europeans had first sat in Legislative Council in 1906 and in 1919 their numbers were increased from four to eleven and an elective basis established. The grant of the franchise to Europeans called forth a demand from the more numerous Indian community for equal privileges on a common roll with educational qualifications; this demand aroused opposition among Europeans who threatened armed resistance. The matter was resolved by the Devonshire White Paper of 1923 which granted the Indians five seats on a communal basis and also made provision for an Arab elected member, and a nominated unofficial member to represent African interests. The Paper also, whilst confirming the position of the Europeans in the Highlands, contained a clause which stated that primarily Kenya is an African territory and the interests of the African native must be paramount. The settlement was accepted with reluctance by the European community, but the Indians launched a campaign of non-co-operation and it was not until the 1930's that the full numbers of members allotted to them took their seats in Legislative Council.

Meanwhile other changes of great importance had been taking place. By the Kenya Annexation Order in Council of 1920 the territories outside the mainland dominions of the Sultan of Zanzibar had been recognized as a Colony, the coastal belt remaining a Protectorate. The Uganda Railway was in 1921 constituted as a separate financial entity and in 1926 was established the office of the High Commissioner for Transport vested in the Governor of Kenya until 1935, when it was vested jointly in the Governors of Kenya and Uganda.

Kenya was drawn into closer relationships with her East African neighbours by the foundation of the Governors' Conference, which met for the first time in January, 1926, in Nairobi. Full federation soon became a political issue, but the differences in the political status of the three territories—a Protectorate, a Mandate and a Colony—and the fears and suspicions of the various communities rendered federation difficult. After a series of abortive commissions and inquiries the idea was abandoned.

A brighter aspect of the 1920's was the progress in native development. In the field of education the Education Department was supplementing the facilities already provided by the missions and in 1924 established a Native Industrial Training Depot at Kabete and also the Jeanes' School where African teachers and their wives were given a training in rural community life rather than a purely academic training. In the same year Local Native Councils were inaugurated in order to associate the African more closely in the government of his area and as a first step in his political development. These Councils have proved valuable and very successful.

In the early 1930's the Colony felt once more the effects of a world depression. All races suffered, the African and Asian as well as the European. Drought and a plague of locusts on a large scale deepened the depression. The economic story of the later years of the 1930's is one of gradual recovery from the depression, helped to a small extent by the working of alluvial deposits of gold discovered in the North Kavirondo district in 1931.

As a result of the economic situation public interest was centred more on financial than on political matters. Whereas the commissions and committees of the 1920's had discussed political representation and federation, the inquiries of the 1930's such as those undertaken by Lord Moyne and Sir Alan Pim were concerned with finance and taxation. Although reductions in expenditure were made and an official levy on salaries imposed, this was not sufficient to bridge the gap between revenue and expenditure and it became necessary to increase taxation at a time when the people of the Colony were least able and willing to accept it. Controversy centred on the Government proposal to reintroduce income tax which had been introduced in 1921 and then abandoned. The first stage was the imposition of a graduated non-native poll tax in 1923. Finally, in 1936, the Elected Members of the Standing Finance Committee recommended the acceptance of a light income tax on condition that the Secretary of State examined the composition of the Executive Council. In 1937 income tax starting at Sh. 1 in the pound was introduced, and in the same year the number of officials on Executive Council was reduced, the number of unofficials remaining the same.

Steady development was taking place in African affairs. A second unofficial member was nominated to represent African interests in Legislative Council. The Native Tribunals Ordinance provided for a more comprehensive system of native courts than had formerly been established. Agricultural schools for Africans were opened, veterinary services developed, educational facilities were increased and provision made for secondary and higher education, if only on a minor scale, and the Medical Department took a large share in the improvement of conditions in native reserves. In short, many Africans were emerging from the tribal state and approaching a stage, not without its dangers, which provided them with the prospects of a more civilized life.

When Mussolini conquered Abyssinia in 1936 the first shadows of the second World War were cast over Kenya. There were no forces in the Colony apart from two regular K.A.R. battalions and the tiny volunteer force of the K.R.N.V.R. which had been established in 1933. In 1937 a European Kenya Defence Force came into being as well as a European territorial force known as the Kenya Regiment. In September, 1938, the Kenya Women's Emergency Organization was founded as the country's central registry for women's services in war-time. Kenya's preparations, however, were inadequate to meet a threat from the Italian East African Empire, but the breathing space given by the fact that Italy did not enter the war until 1940, which allowed of a great increase in the local forces and reinforcement from South and West Africa and overseas, saved Kenya from invasion by the Italians in East Africa.

Although it was necessary for strategic reasons to abandon to the enemy areas in the Northern Frontier District, General Cunningham found himself early in 1941 in a position to carry the war into Italian territory. The success of his campaign was as overwhelming as it was rapid. Addis Ababa was occupied within a few months and Italian resistance in East Africa ceased when Gondar fell in November, 1941. Kenya's military commitments did not end here. Forces were built up steadily, and fighting and other units took a prominent part in the campaigns in Madagascar and Burma, whilst Pioneer units performed useful work in the Middle East.

As the war receded from Kenya's frontiers Government was able to devote more attention to measures directed to increase production. Despite the drain on manpower of both Europeans and Africans for the forces, those who remained, including the wives of European farmers, did not let production fall. A combination of drought and locusts at a time when local consumption was greatly increasing caused a serious maize shortage in 1943, but in the following years more cereals were being produced than ever before.

In 1944 an important step forward in the history of the Colony was taken when the Governor nominated Eliud Mathu as the first African to represent his people on Legislative Council. Even before the war was ended the Government was occupying itself with plans for post-war development, and in 1945 an important reorganization of Government was undertaken which, grouping the main departments under Members of Executive Council, made preparation for the responsibilities of the peace.

## CHAPTER 3: ADMINISTRATION

The Government of Kenya was administered during the year by His Excellency Sir Philip Ewen Mitchell, G.C.M.G., M.C. The supreme executive power of the Colony is vested in the Governor who is advised by an Executive Council, which consists of seven *ex officio* members, who are the Chief Secretary, who is also Member for Development, the Attorney General, who is Member for Law and Order, the Financial Secretary who is Member for Finance, the Chief Native Commissioner, who is Member for African Affairs, the Member for Agriculture, Animal Husbandry and Natural Resources, the Member for Health and Local Government, and the Deputy Chief Secretary, and three European and one Asian nominated members. One of the European nominated members represents African interests.

The re-organization of membership of the Legislative Council designed to create a majority of unofficial members was carried out after the General Election of 1948. The Government representation was reduced to 16 and unofficial representation was increased to 22.

The Colony is divided into five provinces, each in charge of a Provincial Commissioner, and one extra-provincial district for administrative purposes. Within the districts which comprise the provinces, the executive functions of Government are invested in the District Commissioners.

### TOWNS AND SETTLED AREAS

There are now six municipalities in Kenya, viz.: Nairobi, Mombasa, Nakuru, Eldoret, Kisumu and Kitale. In Nairobi, government is by municipal council, elsewhere by municipal board; the essential difference being that the boards are required to submit their estimates of expenditure to the Central Government for prior approval, whereas the Nairobi Council is not required to do so. Revenue is mainly raised by the imposition of rates on unimproved site values, varying between 4 per cent in Nairobi and 1 per cent in smaller municipalities. The Mombasa Municipal Board is exceptional in imposing additionally a rate (5/7th per cent) on improvements to site values, i.e. buildings, etc. The Central Government pays a contribution in lieu of rates on Crown property. For all the municipalities taken together, these contributions in 1948 were about £80,000. Other contributions are made to the various municipalities from Central Government revenues in the form of grants for various services, e.g. roads, staff, public health. In 1948 such grants amounted to approximately £110,000. Considerable revenue is also raised in the form of charges for services rendered.

Municipal authorities are constituted mainly by elected but partly by nominated members, some of whom are representatives of the Government or the East African and Harbours Administration. The electoral franchise is based on the ownership of property or receipt of a certain income. An Aldermanic Bench was added to the Nairobi Municipal Council in 1946 and all municipal authorities now have African councillors. Municipal authorities are statutory public health authorities and are also responsible for public works including roads, sanitation, sewers and water supplies. They are engaged in housing undertaking for the various communities and certain medical services for the poorer classes, such as clinics, and in some cases, maternity homes. They have by-law-making powers over a wide variety of subjects, are preparatory authorities for town planning schemes but are not educational authorities.

Until recently all loans raised by municipal authorities have been from advances from the Government, usually from the proceeds of a Colonial Loan. Loans have also been raised from the Railways and Harbours Administration, and internally from reserve funds. In 1947 the legislation on the subject was amended to facilitate the raising of loans from sources other than the Government and negotiations were conducted during 1948 between the Municipal Council of Nairobi and finance corporations for raising substantial amounts from such sources.

There is provision in the governing Ordinance for the imposition by the councils of an annual rate on land in the form either of a rate on unimproved land values, or a flat or graduated rate on land areas. No district council except the Nairobi District Council has, so far, availed itself of its powers to impose rates and practically the whole of the revenues of the district councils consists of grants from the Central Government. The expenditure of the councils is almost entirely concerned with the maintenance of district roads and bridges. In recent years the work of the district councils has certainly increased and there is little doubt that their services in connexion with advisory committees on agricultural matters, district water boards, land settlement, public health, and in other directions have been very valuable. But however useful the district councils have been from an administrative point of view, without independently raised revenue they are unimportant fiscally and represent only a modified and incomplete form of local government.

#### NATIVE AREAS

The Local Native Councils of Kenya are a deliberate creation and provision is made for their establishment by the Native Authority Ordinance, 1937, which consolidates earlier legislation on the subject. Their powers and functions are defined in that Ordinance and embrace the welfare and good government of the native inhabitants of the areas where they have been established in respect of matters affecting purely local native administration, and particularly the provision, maintenance and regulation of food and water supplies, forests, roads, bridges, culverts, public health, the use of land, education, establishment and regulation of markets, agricultural and livestock, the regulation of drying and cleaning of skins, the registration of births deaths and marriages, measures for dealing with soil erosion, regulation of payment of marriage dowries, communal services, etc.

The District Commissioners are the presidents of the councils, although in nearly all cases there are now African vice-presidents, who increasingly take the chair at meetings. Membership is, by administrative practice, determined partly by election and partly by nomination, but all councils now have elected majorities. The funds which are controlled by councils are derived from four main sources—

- (a) the proceeds of local native rates which they are empowered, subject to sanction by the Governor in Council, to impose on the African inhabitants of the area over which they have control;
- (b) land rents, forest dues and profits, market dues, court fees and fines, etc.;
- (c) Government grants;
- (d) levies of certain forms of produce such as maize and cattle.

Twenty-six councils have been established, usually to correspond with an administrative district. The greater part of the rural African population and all native land units are under the jurisdiction of such councils.

During 1948 revenue and expenditure continued to rise. The willingness of the councils to spend large sums on primary education, and the new system by which they had become, in 1947, responsible for the financial provision for primary education, resulted in a steeply rising expenditure not always met out of revenue. The method of Government and Local Native Council financial provision for the educational system was therefore made the subject of a Committee of Inquiry set up early in 1949.

The revenue of the 26 councils in 1948 amounted to approximately £500,000 and their ordinary surplus balances were about £215,000. The administration of council affairs and the carrying out of council decisions has largely been the work of officers of the Government and of the chiefs appointed by the Government, but councils are increasingly engaging senior African staff as executive officers and, in some cases, works supervisors. There are not at present, however, enough African officers of this calibre to meet the requirements of these posts. A Bill, which brings the activities, powers and conduct of Local Native Councils more into line with those of other established local government bodies, is now under consideration. The sanctioning authority for Local Native Council Rules and financial transactions is the Governor in Council but since 1942 he has been advised by a Standing Committee on Local Native Council Estimates with an unofficial African majority. The powers of this Committee are to be extended under the new legislation previously mentioned.

#### IMMIGRATION

At the commencement of the year 1948, Immigration Control was carried out, as previously, by a branch of the Kenya Police and this arrangement lasted until 31st July, 1948.

It was realized that control of immigration under existing legislation was not satisfactory and therefore, on the resumption of more or less normal travelling conditions it was necessary to replace the legislation then in force by legislation giving wider facilities. On 1st August, 1948, therefore, the Immigration Control Ordinance, 1948, came into force and the new Department of Immigration was formed and began to function.

Under the provisions of this new legislation the necessity for persons who wish to visit the Colony having to make prior application has been removed, while certain conditions are laid down governing the entry of persons to the Colony for employment or to take up residence.

During the year 1948 the Immigration Department dealt with passengers arriving on more than 3,600 aircraft and 333 steamers. The total number of passengers amounted to approximately 46,000.

#### INFORMATION SERVICES

The year 1948 saw a reorganization of the office, very largely as a result of the deliberations of the Newspaper Committee, which was appointed

by Legislative Council to investigate the desirability of publishing a Government newspaper, with terms of reference, as follows:—

“To advise the Government as to the best means of organizing the dissemination of accurate news to the African throughout the Colony by means of a newspaper or newspapers in the vernacular.”

The Committee opposed the proposal to publish a Government newspaper for Africans for a variety of reasons, but recommended the expansion and intensification of certain services both in the field of visual education and by a supply of printed material in the form of leaflets and booklets, so as to compensate for any deficiencies in the information of African public opinion and in the mass education of Africans that might be occasioned by the lack of such a vehicle as a Government newspaper for Africans.

The office was reconstituted in two main sections—a Press Liaison Section and an African Information Service. In July a press liaison officer was appointed. The functions of this section of the office are to endeavour to present Government policy and planning to the Kenya public through the media of the European and Asian press, and at the same time to provide material for use overseas for general publicity about Kenya.

A deputy to the Information Officer was appointed under the style of Assistant Manager, to enable greater freedom for visiting on the part of headquarters staff in order to keep in closer touch with trends and developments in the African areas.

The photographic section was also enlarged by the appointment of a second cameraman.

A change was made in the personnel of the Mobile Information Units and a reduction effected in the number of European officers-in-charge from four to two; two units being operated solely by Africans, the African commentator assuming administrative control of the unit, under close supervision by the District Commissioner of any district in which he was working.

During the year Mobile Information Units gave 750 shows to a million Africans. There was increased publicity overseas about Kenya, resulting from the great success of “This is Kenya” and the publication of “Kenya . . . 77 Questions Answered”, and increasing demands from all over the world for the supply of photographs from the very large and comprehensive photographic library built up by the photographic section.

During the year normal publication continued of the “K.I.O. Fortnightly”, the weekly Swahili broadsheet “Pamoja” and the “Summary of opinions on African affairs”, as well as the regular weekly newsletters. Fourteen booklets and leaflets were published for the Africans of Kenya. These included an explanation of the General Census and Development Plans for African Education as well as material on trades unions and the British Commonwealth and Empire. Seven hundred and twenty-three hand-outs were issued to the press and one hundred and ninety communiqués. Almost all the material so issued was used.

For the mass education of Africans eleven picture sheets, captioned in Swahili, were distributed, all but one on the subject of land utilization. Eight posters were prepared on health subjects, three being issued during the year. Special posters were issued to publicize the African General Census.

One thousand five hundred new photographs were taken during the year and added to the library. 10,842 prints were made during the year for general distribution, of which 40 per cent were supplied on payment. A very large number of these were sent overseas for various exhibitions and as a result of requests from individuals in many countries for the illustration of press articles and books. 12 new filmstrips were made for distribution to various filmstrip projector posts in the Colony. Five 16 mm. newsreels and one feature film on plague were made during the year. The number of exhibitors enrolled on the 16 mm. library list rose to 68 and films exhibited by this method were seen by 9,626 Europeans, 7,926 Asians and 94,695 Africans.

Broadcasting continued throughout the year on the same lines as in 1947 and special commentaries on the major football matches and athletic meetings were given.

The office ran its own stall at the "Country Comes to Town" exhibition in the early part of the year and gave considerable assistance at the many agricultural shows and exhibitions held in various parts of the country by the supply of display sets of photographs and the loan of public address equipment.

#### CHAPTER 4: WEIGHTS AND MEASURES

Imperial weights and measures are used in Kenya.

During 1948 there was only one Deputy Inspector of Weights and Measures with certificated qualifications. From July to December, 1947, there was a vacancy in establishment for one Deputy Inspector and during the year 1948 there have been three vacancies, which handicapped the work of the Department.

In Mombasa an endeavour is being made to secure a site for the Mombasa Weights and Measures Office. The present office is situated in the police lines at Mnazi Moja but in due course when the police lines are moved this office may no longer be available.

At Kisumu the Director of Public Works has recommended that when the new Kisumu police station is built the existing police station will be suitable for the Weights and Measures Office.

Standards and apparatus sent to the United Kingdom during 1947 began to arrive back in the Colony after being re-verified by the Board of Trade. A proportion of certain new standards, apparatus and equipment previously ordered was also received. More apparatus is still required, however, to enable the authorized establishment of deputy inspectors fully to carry out their duties.

In 1947 it was reported that with the staff available it was not possible for an inspector to attend all the Colony's larger trading centres for the purpose of verifying and stamping assized apparatus once every year, and these conditions did not alter in 1948.

Due to the ever-increasing demands made by Nairobi commerce and industry, the single deputy inspector found it possible to perform only three visits of short duration to up-country trading centres, which included Thika, Kitui, Kisumu, Embu, Meru, Nanyuki, Nyeri and Thomson's Falls. These

visits enabled the traders at those centres to have their apparatus re-assized and stamped with the Government stamp. Surprise visits to traders suspected of using rejected apparatus were also made.

During 1948 a large amount of new assize apparatus was imported into the Colony, with a consequent improvement in the type of apparatus used in the larger trading centres. Nevertheless before the standard throughout the Colony can be raised to the desired level, several years' work will be required of a qualified staff at full establishment strength.

### STATISTICS

Eighteen persons were charged and convicted for 90 offences under the Weights and Measures Ordinance. Fines totalled Sh. 2,925. The following table shows the work carried out in assizing apparatus:—

ITEM	NUMBER ASSIZED		NUMBER REJECTED	
	1947	1948	1947	1948
Weights .. .. ..	19,553	20,911	4,919	3,955
Measures of Capacity .. .. ..	75	451	6	29
Measures of Length .. .. ..	312	434	22	44
Weighing Instruments .. .. ..	2,732	2,777	407	563
Liquid Measuring Instruments .. .. ..	155	128	40	28
Totals ..	22,827	24,701	5,394	4,619

## CHAPTER 5: NEWSPAPERS AND PERIODICALS

### EUROPEAN

*East African Standard*, Box 380, Nairobi.

*Sunday Post*, Box 626, Nairobi.

*Comment*, Box 493, Nairobi.

*Kenya Weekly News*, Box 2, Nakuru.

*Kenya Magazine*, P.O. Eldoret.

*Mombasa Times*, Box 10, Mombasa.

*East African Field, Farm and Garden*, Box 507, Nairobi.

*Baraza*, Box 380, Nairobi (Swahili), published by East African Standard, Ltd.

### INDIAN

*Kenya Daily Mail*, Box 135, Mombasa.

*Colonial Times*, Box 374, Nairobi.

*Daily Chronicle*, Box 704, Nairobi.

*Observer*, Box 65, Nairobi.

*Daily News*, Box 1040, Nairobi.

### GOAN

*Goan Voice*, Box 345, Nairobi.

## AFRICAN

*The African*, Box 2096, Nairobi.  
*Gikuyu Times*, Box 2122, Nairobi.  
*Mumenyereri*, Box 1956, Nairobi.  
*The Kenya Star*, Box 2436, Nairobi.  
*Ramogi*, Box 2096, Nairobi.  
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Shortage of technical staff in the Survey Division of the Department throughout the year prevented the undertaking of any large surveys.

At the end of 1947 the Directorate of Colonial Surveys started an air survey of Central Kenya planned to cover about 30,000 square miles with vertical photography for the compilation of topographical maps on the general scale of 1/62,500. It is hoped that eventually the whole of Kenya will be mapped by this means.

## APPENDIX 1

STATEMENT OF REVENUE UNDER MAIN HEADS FOR THE YEAR ENDED 31ST DECEMBER, 1947, AS  
COMPARED WITH PREVIOUS YEARS

## APPENDIX 2

STATEMENT OF EXPENDITURE UNDER MAIN HEADS FOR THE YEAR ENDING 31ST DECEMBER, 1947  
AS COMPARED WITH PREVIOUS YEARS

HEAD OF EXPENDITURE	1947		
	1939	1946	1947
(A) KENYA (RECURRENT)			
(1) His Excellency the Governor	..	..	..
(2) Accountant General	..	..	..
(3) Administration	..	..	..
(4) Agriculture	..	..	..
(4A) Agricultural Production Board	..	..	..
(5) Audit	..	..	..
(6) Civil Aviation	..	..	..
(7) Coast Agency	..	..	..
(8) Conference of East African Governors	..	..	..
(9) Customs	..	..	..
(10) Education	..	..	..
(11) Forest	..	..	..
(12) Game	..	..	..
(13) Government Chemist	..	..	..
(14) Inland Revenue	..	..	..
(15) Judicial	..	..	..
(16) Labour	..	..	..
(17) Lands, Settlement and Local Government	..	..	..
(18) Legal	..	..	..
(19) Local Government Contributions to Local Authorities	..	..	..
(20) Medical	..	..	..
(21) Military	..	..	..
<i>Carried forward</i>	..	998,751	1,969,165
			2,160,926

## APPENDIX 2—(Contd.)

STATEMENT OF EXPENDITURE UNDER MAIN HEADS FOR THE YEAR ENDING 31ST DECEMBER, 1947  
AS COMPARED WITH PREVIOUS YEARS

HEAD OF EXPENDITURE	(A) KENYA (RECURRENT)			Brought forward .. £	1947
	1939	1946	£		
(22) Mining and Geological	..	..	..	10,412	416,762
(23) Miscellaneous Services	..	..	..	34,258	224,529
(24) Naval	..	..	..	2,191	4,285
(25) Pensions and Gratuities	..	..	..	240,927	452,965
(26) Police	..	..	..	142,908	366,907
(27) Posts and Telegraphs	..	..	..	139,971	323,479
(28) Printing and Stationery	..	..	..	33,134	49,679
(29) Prisons	..	..	..	59,760	120,595
(30) Public Debt	..	..	..	241,129	297,517
(31) Public Works Department	..	..	..	94,051	334,841
(32) Public Works Recurrent	..	..	..	120,890	222,967
(32A) Registrar of Co-operative Societies	..	..	..	..	2,021
(33) Registrar General	..	..	..	5,420	8,834
(34) Rent and Interest to H.H. The Sultan of Zanzibar	..	..	..	16,000	16,000
(35) Secretariat and Legislative Council	..	..	..	29,709	55,892
(36) Subventions	..	..	..	15,843	51,419
(36A) Transport Licensing Board	..	..	..	..	3,298
(37) Veterinary Services	..	..	..	70,500	114,463
(38) Trade and Information Office	..	..	..	3,101	..
(39) Health and Local Government Department	..	..	..	..	..
Total Recurrent .. .. £	2,446,249	4,622,501	..	..	5,103,811

STATEMENT OF EXPENDITURE UNDER MAIN HEADS FOR THE YEAR ENDING 31ST DECEMBER, 1947  
AS COMPARED WITH PREVIOUS YEARS

HEAD OF EXPENDITURE	1947		
	1939	1946	1947
NON-RECURRENT	£	£	£
(1A) His Excellency the Governor	..	..	..
(2A) Accountant General	..	..	..
(3A) Administration	..	..	..
(4A) Agriculture	..	..	..
(4B) Agricultural Production and Settlement Board	..	..	..
(4C) Agricultural Machinery Pool	..	..	..
(6A) Civil Aviation	..	..	..
(7A) Coast Agency	..	..	..
(8A) Conference of East African Governors	..	..	..
(9A) Customs	..	..	..
(10A) Education	..	..	..
(11A) Forest	..	..	..
(12A) Game	..	..	..
(14A) Inland Revenue	..	..	..
(16A) Kenya Auxiliary Air Unit	..	..	..
(17A) Labour	..	..	..
(18A) Lands and Settlement	..	..	..
(19A) Legal	..	..	..
(20A) Local Government Contributions to Local Authorities	..	..	..
(21A) Medical	..	..	..
<i>Carried forward</i>	£	£	£
	75,066	617,499	454,715

## APPENDIX 2—(Contd.)

STATEMENT OF EXPENDITURE UNDER MAIN HEADS FOR THE YEAR ENDING 31ST DECEMBER, 1947  
AS COMPARED WITH PREVIOUS YEARS

HEAD OF EXPENDITURE	1939		1946		1947	
	£	£	£	£	£	£
<i>Brought forward</i> ..	75,066		617,499		454,715	
<b>NON-RECURRENT</b>						
(22A) Military ..	25,668		..		..	
(23A) Mining and Geological ..	135		..		203,372	
(24A) Miscellaneous ..	29,662		1,069,327		1,236,215	
(25A) Naval ..	1,013		..		..	
(26A) Pensions ..	263		100,000		..	
(27A) Police ..	14,927		38,893		21,100	
(28A) Posts and Telegraphs ..	27,443		24,881		..	
(30A) Prisons ..	149		890		581	
(30B) Printing and Stationery ..	..		14,189		..	
(36A) Secretariat and Legislative Council ..	..		282		1,394	
(36B) Registrar of Co-operative Societies ..	106		..		..	
(38A) Subventions ..	..		47		..	
(38B) Veterinary ..	..		6,681		3,319	
(39) Public Works Extraordinary ..	..		6,869		5,457	
(40) War Expenditure—Civil ..	..		352,793		286,860	
Colonial Development Fund ..	..		875,642		..	
Parliamentary Grant ..	..		..		..	
(41) Audit Department ..	..		21,671		160	
<b>Total Non-Recurrent</b> ..	348,163		3,107,993		2,213,173	

STATEMENT OF EXPENDITURE UNDER MAIN HEADS FOR THE YEAR ENDING 31ST DECEMBER, 1947  
AS COMPARED WITH PREVIOUS YEARS

HEAD OF EXPENDITURE	1936		1946		1947	
	1936	1946	1936	1946	1947	
(B) OTHER GOVERNMENTS' SHARE OF JOINT SERVICES EXPENDITURE						
RECURRENT						
(8) Conference of East African Governors	..	..	..	..	..	
(9) Customs	..	..	..	..	..	32,633
(14) Inland Revenue	..	..	..	..	..	..
(22) Military	..	..	..	..	..	..
(25) Naval	..	..	..	..	..	..
(28) Posts and Telegraphs	..	..	..	..	..	..
(31) Public Debt	..	..	..	..	..	..
War Expenditure, Pay and Allowances	..	..	..	..	..	..
Total Recurrent ..	..	..	£ 996,321	£ 1,063,548	£ 878,091	
NON-RECURRENT						
(8A) Conference of East African Governors	..	..	..	..	..	..
(9A) Customs	..	..	..	..	..	..
(22A) Military	..	..	..	..	..	..
(25A) Naval	..	..	..	..	..	..
(28A) Posts and Telegraphs	..	..	..	..	..	..
Total Non-Recurrent ..	..	..	£ 17,346	£ 1,195	£ 565	
GRAND TOTAL ..	..	..	£ 3,808,079	£ 8,795,237	£ 8,195,640	

APPENDIX 3

REVENUE AND EXPENDITURE

STATEMENT OF REVENUE AND EXPENDITURE FOR THE EIGHT YEARS ENDED 31ST DECEMBER, 1947

YEAR	REVENUE	EXPENDITURE	YEAR	REVENUE	EXPENDITURE
1940	£ 4,111,412	£ 4,064,465	1944	£ 7,734,333	£ 7,629,088
1941	.. ..	5,348,888	1945	.. ..	8,034,197
1942	.. ..	5,595,025	1946	.. ..	9,057,390
1943	.. ..	6,801,860	1947	.. ..	9,877,196
					9,023,624

APPENDIX 4

ALLOCATION OF PUBLIC DEBT AND ANNUAL CHARGES AS AT 31ST MAY, 1949

Loan	CAPITAL DEBT			ANNUAL CHARGES		
	Kenya Colony	E.A. Railways & Harbours	Total Public Debt	Kenya Colony	E.A. Railways & Harbours	Total Annual Charges
1928	£ 659,669	£ 2,840,331	£ 3,500,000	£ 29,685	£ 36,281	£ 192,500
1930	.. 2,233,909	.. 1,166,091	3,400,000	100,525	122,865	187,000
1933	.. 305,600	..	305,600	10,696	3,056	13,752
1936	.. 375,000	..	375,000	11,250	3,750	15,000
1945	.. 600,000	..	600,000	18,000	12,000	30,000
1946 (Conversion Loan)	..	1,820,000	..	..	50,050	68,250
1948 (Conversion Loan)	..	3,710,000	..	..	92,750	129,850
<b>TOTAL</b>	.. £ 4,174,178	9,536,422	13,710,600	170,156	47,742	217,898
						323,090
						95,364
						418,454
						636,352

TABLE SHOWING EXAMPLES OF THE AMOUNT OF INCOME TAX PAYABLE BY FIVE CLASSES OF TAXPAYERS

Allowance Single Man	Salary	Allowance Married		Allowance Married One Child		Allowance Married Two Children		Allowance Married Three Children		Tax Due	
		£	Tax Due	£	Tax Due	£	Tax Due	£	Tax Due	£	Tax Due
200	200	£ Nil	7/10/-	£ Nil	15/-	£ Nil	22/10/-	£ Nil	30/18/-	£ Nil	470
250	175	£ Nil	15/1/-	£ Nil	22/10/-	£ Nil	30/18/-	£ Nil	40/8/-	£ Nil	510
300	150	£ Nil	22/10/-	£ Nil	30/18/-	£ Nil	40/8/-	£ Nil	40/8/-	£ Nil	Nil
350	125	£ Nil	30/18/-	£ Nil	40/8/-	£ Nil	50/12/-	£ Nil	50/12/-	£ Nil	Nil
400	100	£ Nil	40/8/-	£ Nil	50/12/-	£ Nil	61/10/-	£ Nil	61/10/-	£ Nil	Nil
450	75	£ Nil	50/12/-	£ Nil	61/10/-	£ Nil	73/2/-	£ Nil	73/2/-	£ Nil	Nil
500	50	£ Nil	61/10/-	£ Nil	81/5/-	£ Nil	89/13/-	£ Nil	98/8/-	£ Nil	Nil
550	25	£ Nil	81/5/-	£ Nil	89/13/-	£ Nil	98/8/-	£ Nil	107/10/-	£ Nil	Nil
600		£ Nil	89/13/-	£ Nil	98/8/-	£ Nil	107/10/-	£ Nil	116/17/-	£ Nil	Nil
650		£ Nil	98/8/-	£ Nil	107/10/-	£ Nil	116/17/-	£ Nil	126/11/-	£ Nil	Nil
700		£ Nil	107/10/-	£ Nil	116/17/-	£ Nil	126/11/-	£ Nil	136/11/-	£ Nil	Nil
750		£ Nil	116/17/-	£ Nil	136/11/-	£ Nil	136/11/-	£ Nil	146/17/-	£ Nil	Nil
800		£ Nil	126/11/-	£ Nil	146/17/-	£ Nil	146/17/-	£ Nil	156/16/-	£ Nil	Nil
850		£ Nil	136/11/-	£ Nil	156/16/-	£ Nil	156/16/-	£ Nil	166/15/-	£ Nil	Nil
900		£ Nil	146/17/-	£ Nil	166/15/-	£ Nil	166/15/-	£ Nil	176/14/-	£ Nil	Nil
950		£ Nil	156/16/-	£ Nil	176/14/-	£ Nil	176/14/-	£ Nil	186/13/-	£ Nil	Nil
1,000		£ Nil	166/15/-	£ Nil	186/13/-	£ Nil	186/13/-	£ Nil	196/12/-	£ Nil	Nil

**Note.**—The figures take no account of the additional allowances available (up to £50 per child) where children are being educated as this is dependent on the cost of education.

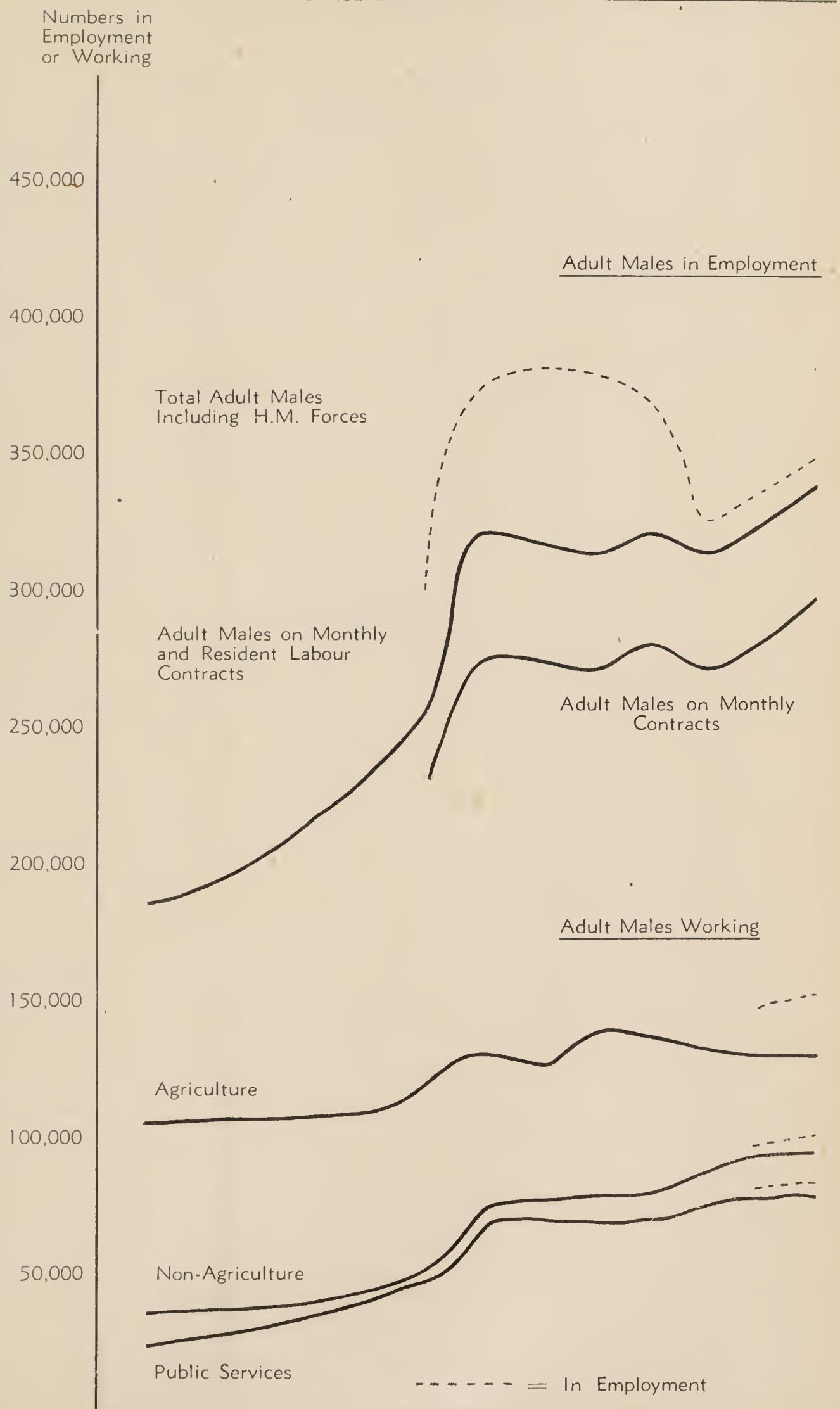
APPENDIX 6  
ESTATE DUTY, 1940-48

Year	Number of Estates Assessed		Total Amount of Net Estates Assessed		Duty Assessed	Additional Duty Re-assessed	Duty Collected	Refund of Duty	Remission of Duty	£
	Killed in War	Others	Killed in War	Others						
1940	..	211	20	..	£ 483,462	£ 28,178	£ 1,094	£ 24,810	£ 194	..
1941	..	257	33	..	752,270	17,681	4,149	10,874	120	..
1942	..	28	264	27	1,471,641	51,336	17,585	61,125	278	510
1943	..	13	283	36	686,527	24,507	2,558	42,783	527	431
1944	..	16	289	66	28,044	779,472	51,926	4,613	42,174	528
1945	..	23	290	66	45,989	1,018,009	33,905	11,576	44,322	1,779
1946	..	10	324	50	7,227	1,055,992	36,291	3,504	39,052	934
1947	..	7	318	69	3,716	1,490,062	69,969	3,116	537	98
1948	..	3	318	53	7,060	1,341,903	54,335	4,206	58,452	88
										51

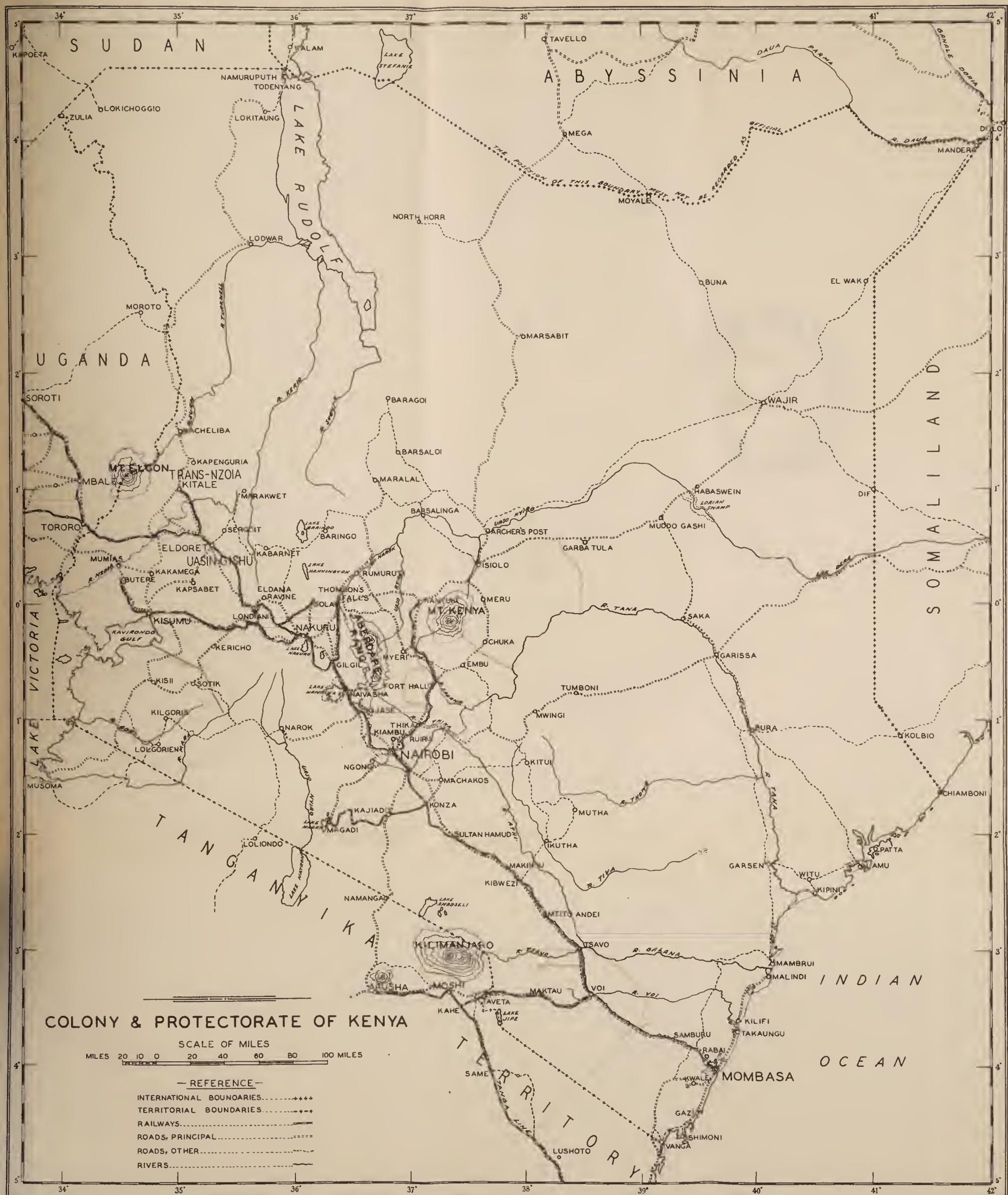
\*Figures not available.

APPENDIX 7

ADULT MALE AFRICANS IN EMPLOYMENT AND WORKING









## COLONIAL ANNUAL REPORTS

ADEN	FIJI	NORTHERN
BAHAMAS	GAMBIA	RHODESIA
BARBADOS	GIBRALTAR	NYASALAND
BASUTOLAND	GILBERT AND	ST. HELENA
BECHUANALAND PROTECTORATE	ELLICE IS.	ST. LUCIA
BERMUDA	GOLD COAST	ST. VINCENT
BRITISH GUIANA	GRENADA	SARAWAK
BR. HONDURAS	HONG KONG	SEYCHELLES
BR. SOLOMON ISLANDS	JAMAICA	SIERRA LEONE
BR. SOMALILAND	KENYA	SINGAPORE
BRUNEI	LEEWARD IS.	SWAZILAND
CAYMAN ISLANDS	MAURITIUS	TONGA
CYPRUS	FEDERATION OF MALAYA	TRINIDAD
DOMINICA	NEW HEBRIDES	TURKS AND CAICOS IS.
FALKLAND IS.	NIGERIA	UGANDA
	NORTH BORNEO	ZANZIBAR

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